JUNE-JULY 1965

EMPLOYMENT SERVICE REVIEW

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EMPLOYMENT SERVICE REVIEW

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U.S. DEPARTMENT OF LABOR
W. Willard Wirtz, Secretary
MANPOWER ADMINISTRATION
BUREAU OF EMPLOYMENT SECURITY
U.S. EMPLOYMENT SERVICE

EMPLOYMENT SERVICE REVIEW

ELSIE SOLTAR DORMAN, Editor

A MONTHLY JOURNAL OF
FEDERAL-STATE EMPLOYMENT SERVICE
PROGRAMS AND OPERATIONS

BUREAU OF EMPLOYMENT SECURITY
Robert C. Goodwin, Administrator
U.S. EMPLOYMENT SERVICE
LOUIS LEVINE, DIRECTOR

Employer Relations to Advance an Active Manpower Policy

LOUIS LEVINE
DIRECTOR
U.S. EMPLOYMENT SERVICE

For some years now, the national concern about unemployment and the remedial measures taken have been primarily directed toward increasing the employability of the jobless. This focus on the characteristics of unemployed people—workers with obsolescent skills, undereducated and untrained youth, older and unskilled workers—and on improving their preparation for work has resulted in concentration on the supply side of the job market equation.

More recently, however, emphasis has begun to turn increasingly to the demand side of the job market equation. We are now at the stage in the implementation of our active manpower policy when we must give greater consideration to employment opportunities and jobs. The goal of increased employability, in the final analysis, is employment. The "payoff" of our manpower policies and programs is the extent to which they succeed in getting workers into jobs which can best contribute to them and society.

Any significant shift in our manpower programs to the demand side of the job market equation requires many important adjustments within the public Employment Service. In implementing the manpower legislation enacted since 1961, the Employment Service has, of necessity, given priority to the development aspect of our manpower resources rather than to their utilization. Much staff time has been devoted to counseling, testing, selection, and referral of people to training and to other services designed to increase the applicants' preparation for employment. These activities call for a different kind of orientation than is necessary when priority shifts to the demand side of the job market equation. The Employment Service will have to reassess the staff resources which are devoted to the demand side of job market problems. More efforts will have to go into a reexamination of the techniques and the tools which are now in use and those which need to be developed if an active manpower policy is to be truly effective.

Just as the focus on manpower resources (supply elements in the job markets) gave recognition to the role of employment counselors, so will emphasis on jobs and employment opportunities (demand elements in these job markets) compel action to increase the number and competence of occupational analysts in the Employment Service. Greater attention must be directed to occupational definition, content, classification, and structure. In many ways, the occupation is to the job market what the atom is to nuclear physics. Almost every facet of manpower policies and programs is directly affected by occupational considerations. This is true not only in education and training but also in the training process and employee utilization.

In the evolution of an active manpower policy, the first stage is the discovery and identification of existing and anticipated manpower problems. Increased capability to identify manpower problems in the United States during the past 20 years has contributed greatly to the emergence of a manpower policy in this country. It is evidenced in the declaration of national intent and policy of the Employment Act of 1946 and the manpower legislation since 1961 which seeks to implement that policy.

A second step in making a manpower policy meaningful is diagnosis of the problem, which requires some measurement of the dimensions and characteristics of the problem, their analysis and interpretation. Gains in the collection and analysis of employment, unemployment, and related data have been especially important in this connection. Job openings and job vacancy data (where available) will go far to advance the diagnosis.

The third stage of a manpower policy includes the development of the needed tools, techniques, and methods and their application in providing the manpower services and operating effectiveness essential to the resolution of manpower problems.

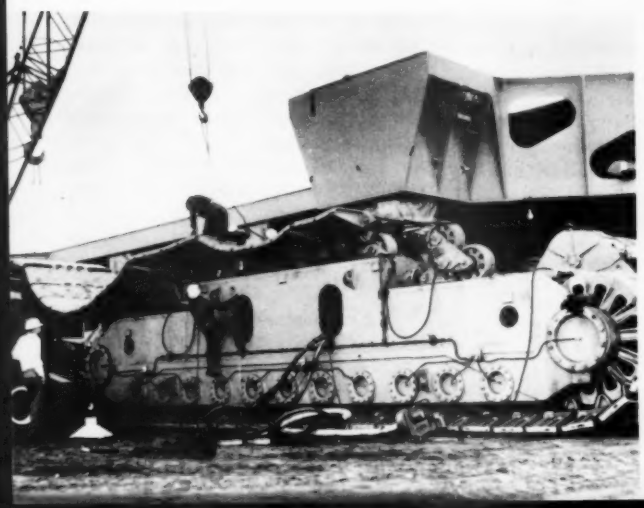
Job market information—as extensive and as detailed as possible—is vital to an accurate assessment of the demand side of the job market equation. One of the most important types of such data is employment information. Such information has not yet been adequately analyzed for local job markets in the United States. The usefulness of such data—and we have more employment data than almost any other kind of job market information—would be greatly enhanced if it were also currently available by occupation. This is one of the great gaps which eventually will have to be overcome. Nevertheless, assessing what is happening to employment is a very important part of understanding the job market situation and changing job requirements.

Another type of job market information which can contribute to better local office operations is information on labor turnover, which is still too often regarded as merely statistics. Proper analysis and utilization of these data in the Employment Service would provide one of the most important tools for working with employers to improve the functioning of

Job opportunities are growing rapidly in service industries such as laundries.

The Employment Service can be of help in recruiting workers for State and local governments in such positions as teaching.

Although jobs have been declining in defense and defense related activities, there are frequently openings in specific localities and establishments developing new types of space hardware, such as this 5.5-million pound crawler transporter, which will carry a fully assembled Saturn V launch vehicle from the vertical assembly building to the launch area.



the job market. The motivations and the influences which underlie voluntary quits, for example, are quite different from those affecting layoffs or discharges. In the same way, an analysis of accessions, and especially new hires, has a direct bearing on job openings, potential services to employers, and placement of job applicants.

Many employing establishments, which submit quarterly reports on employment to State agencies in connection with unemployment insurance obligations, are also included in the voluntary sample for current employment statistics. Some also provide labor turnover reports and may be providing job vacancy data and job orders. There is very real significance for the Employment Service in the composite of information that flows from establishments in illuminating the demand side of the job market.

Obviously in the category of highly useful labor demand information are data on job openings, job orders, and placements by the local employment office, despite some limitation on their overall representativeness. Analysis of the job openings and orders placed with the local office must extend well beyond the statistics. It is important to know what happened to those openings. Were they filled or not? If they were cancelled, why? What kinds of occupations and establishments were involved? What was the state of the job market at the time?

Alert employment office managers constantly read classified ads, which are a relevant part of the literature dealing with labor demand in the job market. They think of this information in terms of possibilities for placement. Classified ads need to be studied and analyzed far more thoroughly than they have been thus far by Employment Service people. It is noteworthy that, lacking comprehensive job vacancy information, National Industrial Conference Board economists and statisticians use classified ads as an index of job openings. We know the limitations of classified ads, which may be greater than those of job openings at the local offices. Employment Service personnel, presumably expert in job market operations, will know how to make adaptations and adjustments for the weaknesses in classified ad data, just as they must for other job opening information.

More study also needs to be given to the information contained in the inventory of job openings extended to interarea recruitment. Even the gross overall totals show a high correlation with shifts in employment opportunities and in the general level of economic activity. The extent to which job openings cannot be filled locally and necessitate interarea recruitment can be translated into manpower operations, such as: Setting up training courses, helping the employer analyze the jobs with a view to expanding on-the-job training and upgrading, relaxing hiring specifications, etc.

It might be well to look again at employment data and their relationship to job vacancy information. One of the grave problems in the United States in the postwar years, particularly since 1957, has been the failure to generate large numbers of job openings—especially in the private sector of the economy—to absorb the unemployed and the increase in the work force. It is significant that only half of the job opportunities generated in the United

States in the years from about 1957 to 1963 were in the private sector of the economy.

We need to give more attention to the public sector of the economy, especially State and local government employment. The President's Manpower Report for 1964 shows an increase of 900,000 jobs in State and local government. Yet, in many places, the Employment Service has little or no contact with State and local government hiring authorities. If the Employment Service is to keep abreast of growing job opportunities, it must turn to some of these categories, which may have been written off because hirings occur through Civil Service or merit systems.

By the same token, local offices may be overlooking the service possibilities inherent in the tremendous rise in employment in service occupations. Many establishments employing large proportions of their personnel in service occupations are not major market employers. As a consequence, the Employment Service may be failing to take account of this important placement potential in the job market. There needs to be a reassessment of the relationship between the employment offices and the service and service-connected industries and establishments where job opportunities are emerging. This involves not only trade and service activities, including recreation, beauty parlors, and bowling alleys, but also small enterprises providing household and yard maintenance service, and appliance and other repairs.

Closer understanding and relationship must be developed between defense production and defense-related establishments and the Employment Service. Some of the largest shifts in employment opportunities are taking place in that sector. Even when there is a decline in overall employment in such establishments, it does not follow that there is a lack of employment opportunities in particular localities and establishments.

Providing service to employers also involves analyzing the existing methods of hiring and processes by which job vacancies arise. An establishment whose personnel policy and practice rely on promotion from within, which is bound by seniority and other collective bargaining arrangements, and which has a formal training program, may be expected to have job vacancies only at the bottom of the occupational ladder. This conclusion may not be warranted, however, because, even in such an establishment, job vacancies may arise in technician or other subprofessional and professional occupations.

The ports of entry into an establishment differ by levels of skill, as do the methods and resources for recruitment. Information must be obtained and analyzed on the personnel management practices in establishments to be served. This means that employment offices will have to assemble a body of information, by establishment, which is often lacking. The employer record card will have to contain much information about the employing establishment for more effective manpower operations. It will have to be related to the level of economic activity in the job market—the rate and volume of unemployment, fluctuations in employment, and related data.

Serving an employer in a meaningful economic fashion involves more than a short-range service of job solicitation and volume of placements. In a normally stable occupation, a heavy volume of placements may, in itself, indicate to an alert placement interviewer or supervisor the employer's possible need for assistance in resolving an expensive personnel turnover problem.

Through the Industrial Service program, the Employment Service has long had the resources and know-how to assist small and medium-size establishments in resolving turnover and other in-plant work force problems of selection, development, utilization, stabilization, and personnel techniques. Changes in products, production methods, plant locations, acceleration in the rate of technological changes, and changing skill demands have heightened the need for the technical aids provided by industrial services.

Improvements have been made in the Industrial Services program in recent years. More are needed, especially in the proper utilization of staff, training, both inservice and outservice, and in higher standards for those to be assigned to technician jobs. Of equal importance, better understanding of the Industrial Service program and what it has to offer to the employer, to his work force, and to the community is needed at all levels of the Employment Service.

The Employment Service will have to conduct employer relations and industrial service activities on a much larger scale. Employment office activity data indicate a serious deterioration in employer services since 1962. This is true not only in terms of the volume of employer visits and contacts but also in the quality of all employer services. The Employment Service must know more about the employing establishment, its product, its market, its processes, the flow of its work, and the nature of its sales as well as its employment needs.

To achieve improved employer service may require a reassessment, in the large metropolitan areas, of employer services provided under the industrial occupational form of local office organization. It may require optimum utilization of those staff members who are most effective in employer interviewing. It is not always possible to find in the same individual the qualifications needed to carry on both employer interviewing and applicant interviewing. More staff training and more attention to the development of improved techniques need to be devoted to employer interviewing.

To improve its manpower operations, the Employment Service needs to intensify its job market operations research. This is especially important with respect to employer account analysis. Too many local employment offices fail to make a regular recurring analysis—by size, industry, and service given—of new accounts and old accounts and dead accounts. Such analysis can contribute significantly to necessary shifts in employer visiting and contacts. It can indicate job development needs and the potential for uncovering existing employment opportunities.

In this respect, the Employment

(*Continued on page 40*)

Are Our Veterans Services Adequate?

MARSHALL C. MILLER

Chief
Veterans Employment Service
U.S. Employment Service

During fiscal year 1965, our economy experienced its fourth successive year of growth. War veterans, who constitute almost half of the male labor force 25 years of age and over, naturally benefited from this steady expansion. Unemployment, however, remained a matter of concern in the midst of general economic health.

Employment data are available only for men veterans of World War II. Since these veterans, however, account for about three-fourths of all war veterans, these data provide a good indication as to how all veterans are faring with respect to job opportunities.

Following the customary seasonal movements, average employment of World War II veterans advanced by 49,000 to 13.5 million between July and October 1964 but moved downward from November to March 1965 to a level of 13.3 million, approximately the same as a year earlier. The seasonal decline in unemployment among World War II veterans occurred between July and October 1964, when the number dropped by 41,000 to 268,000. A steady rise in the following months brought the overall total of unemployed veterans to 482,800 in March 1965, the high month of the year.

During most of fiscal year 1965, unemployment rates for veterans were at least one full percentage point below those for nonveterans. For example, the rate for veterans was 3.4 percent in February 1965, while 5.1 percent of nonveteran men were unemployed.

In summary, the training, skills, and good work habits which veterans developed both during their time in the service and after return to civilian life continue to stand them in good stead.

The working veterans' abilities obviously are valued by the Nation's employers. Witness the low unemployment rates. However, once unemployed, veterans and other older workers usually face a serious problem which statistics cannot explain or solve. Definite danger signs illustrate this fact. For example, nearly one-half of the veterans who have enrolled in MDTA training since its beginning could be classified as long-term unemployed (15 weeks or more), but only about two-fifths of all adult male MDTA trainees were in this long-term jobless group. This is in spite of the fact that these veteran trainees were better educated than adult male trainees as a whole. (About 50 percent of the veterans had completed high school, compared with 47 percent of all adult men trainees.)

The veteran group with the most striking unemployment problem is retired military personnel. About 56,000 military men annually are now retiring after careers of at least 20 years. The cumulative total of such veterans now is about 400,000. By 1980, it is expected to be over a million. The first findings from a Department of Labor study on the job-seeking experiences of retiring military personnel revealed that 17 percent of the officers and 21 percent of the enlisted men studied were still unemployed 6 months after their date of separation. Most of these military retirees are family heads in their early 40's. Their retirement payments usually are inadequate to meet the everyday demands upon income.

The Veterans Employment Service in the United States Employment Service, in cooperation with the Department of Defense, has arranged a meaningful sequence of experiences for these military retirees. Phase I consists of on-base briefing sessions well in advance of retirement. Phase II provides for employment counseling, aptitude testing, job information on areas of interest for future retirement, as well as placement assistance. According to procedures agreed upon between the Departments of Labor and Defense, the Armed Forces base commander advises the Employment Service about, first, the need for Phase I briefings and, later, the number of retirees who need Phase II assistance. Periodic reports from the State Veterans Employment Representatives showed that a total of 41,000 retiring military personnel attended Phase I on-base briefings between June 1, 1964, when the service first became fully operational, and March 31, 1965.

Since the end of World War II, the Federal-State employment security agencies have placed veterans in 27 million jobs. This worker is employed at a dental laboratory in Washington, D.C.

This service has been unofficially dubbed "Project Second Career." Field reports from the 41 States with major military installations show that "Project Second Career" is picking up momentum, and more and more veterans are beginning to make an easier transition from military duties to civilian work. Future plans call for pamphlets which will be useful as handout material at the briefings, and expansion of the program to reach distant military installations. Service to retiring military personnel has something of the excitement, the color, of the Armed Forces.

What about the ordinary, run-of-the-mill veteran who registers at the local employment office? Is he "lost in the shuffle" today? Certainly not. The State Employment Services are making a determined effort to provide services to veterans which reflect the intent of Congress, as spelled out in the GI Bill. The bill made it a requirement for the public Employment Service to provide veterans "a maximum of job opportunity in the field of gainful employment."

Nationally, this requirement is being met. During the first 8 months of fiscal year 1965, veterans filed 839,000 applications at the local public employment offices. These represented 20.8 percent of all the new applications filed by men, but veterans obtained almost 26 percent of all nonfarm job placements. Thus, in terms of preference, veterans accounted for about one out of five new applications of men and one out of four placements of males. Disabled veterans represented 36.3 percent of all the handicapped men who registered with the local offices, but were placed in 46.4 percent of the jobs filled by handicapped males.

This a sound, solid record. Yet, within this favorable context, there are some serious weaknesses that call for remedial action. Evaluations by the Veterans Employment Representatives as well as by a number of State Employment Service evaluation teams show that the following practical points need close attention:

1. Every local Employment Service office should have an appointed or designated local Veterans Employment Representative. This is one of the requirements of the GI Bill. The Veterans Employment Representative is responsible for assisting the manager to evaluate, develop, and improve all local office services which affect veterans.

2. The local VER should be allocated the necessary authority, training, and time to carry out his primary duties of monitoring services to veterans. It may be necessary for him to assume other duties after this basic legal requirement is fulfilled.

3. Established procedures providing for veterans preference should be observed in application taking, selection, and referral to jobs and manpower training courses, and particularly, job development.

4. The time is ripe to reemphasize the whole older worker program. The number of Americans in the 45–64 year age bracket increased by 5.4 million during the past decade; it is expected to grow another 5.7 million by 1970. In that same year, an estimated four out of every five men age 45–64 years will be veterans. Veterans, whose average age now is 46, already are very much a part of the total older worker picture. The problem of the older and jobless worker needs to be attacked frontally and nationally.

Veterans—Part of New Programs

The manpower programs developed in recent years have provided the public employment offices with new tools and resources urgently needed to cope with changing economic and employment conditions. Veterans participate in all of these important programs, except for those specifically earmarked for youth. For example, about one-fourth of all men who have enrolled in MDTA training were veterans. In addition, veterans and other older workers can take part in and benefit from all provisions of the "antipoverty" Economic Opportunity Act of 1964 except Title I, which provides for young people.

Whether the particular programs involved are new or traditional, adequate service to veterans through the "mainstream" of local employment office operations depends upon the

(*Continued on page 13*)

1940-65

Rehabilitation and Employment of Disabled Veterans

HAROLD RUSSELL

This heartening article sums up the measures taken over the years to help disabled veterans and reveals progress in trying to find solutions to new problems arising as veterans grow older.

Scholars tell us that man has known less than 300 years of peace since the beginning of recorded history, and that there have always been veterans among the populations of warring nations. During the first 5 or 10 years after a major war, a country is very sensitive to the problems of the veterans of that conflict. In this respect, the immediate postwar period differs greatly from the decades which follow.

To appreciate better what has happened in rehabilitation and employment of disabled veterans in the past 25 years in the United States, it is necessary to go back into a little of the history that preceded World War II. Widespread unemployment which followed the First World War and the Nation's growing interest in job security during the depression years caused military manpower officials to think about a new approach to employment guarantees for servicemen. This thinking came up for the first time in the congressional hearings on the peacetime draft during the summer of 1940. This testimony can be summarized, in substance, as follows:

"If it is constitutional to require men to serve in the Armed Forces, it is not unreasonable to require the employers of such men to rehire them upon completion of their service, since the lives and property of the employers as well as everyone else in the United States are defended by such servicemen."

The Selective Service and Training Act of 1940 provided reemployment rights for persons inducted for military training and service after May 1, 1940, including members of the reserve components and National Guard divisions mobilized beginning in October 1940.

That these reemployment rights would cut across a great many accepted labor-management practices became apparent in 1945, when large numbers of men began to return to their preservice jobs. The Supreme Court in the case of *Fishgold* vs. *Sullivan Drydock and Repair Corp.* settled a much argued question of job seniority. The Court said, ". . . the veteran does not step back on the seniority ladder at the point he stepped off. He steps back on it at the precise point he would have occupied had he kept his position continuously during the war."

Another historic measure that has had a lasting influence on employment of all the handicapped was the Rehabilitation Act of 1943. This assured training for veterans who would need it to overcome the handicaps resulting from service-connected disabilities.

This measure also gave the head of the Veterans Administration authority ". . . to make studies, investigations, and reports inquiring into rehabilitation of disabled persons and the relative abilities, aptitudes, and capacities of the several groups of the

(Veterans Administration Photo)

GI's signing up for education and training under the GI Bill of Rights. Of the 10 million who studied under the bill, 2½ million became skilled craftsmen; and 197,000, doctors, nurses, and dentists. Some 20,000 colleges and universities took part in the program.

Harold Russell is Chairman of the President's Committee on Employment of the Handicapped.

variously handicapped, and as to how their potentialities can best be developed and their services utilized in gainful and suitable employment."

VA Administrator Gen. Omar N. Bradley set in motion a project for such a survey to be done by the Department of Labor. His successor published the completed study, "The Performance of Physically Impaired Workers in Manufacturing Industries." It reflected the experience of 11,000 impaired workers and 18,000 matched unimpaired workers subject to the same job incentives and exposed to the same job conditions. Data obtained by the Bureau of Labor Statistics directly from industry records proved conclusively that, if a handicapped person is given reasonable placement consideration, he is fully competitive with the able-bodied worker.

Shortly after the invasion of Normandy, the GI Bill was passed. This provided an unemployment insurance feature for discharged servicemen. Referred to by the veterans as the "52–20 Club," it was designed to help tide them over the first months of adjustment to civilian life. As it turned out, very few needed the $20 for the full 52 weeks provided by the law.

Millions, however, benefited from other features of the GI Bill. More than half of all veterans took advantage of its education provisions. Many attended colleges or schools at lower levels; others took on-the-job or on-the-farm training. Such educational programs were accelerated at a rate the Nation had never known before. Education was by the platoon system. Barracks buildings went up beside ivy covered walls. Many a veteran qualified for Phi Beta Kappa in a Quonset hut. The Agricultural Extension Service, the radio, and every other possible means were used to educate veterans. Employers who had never before trained people for jobs took in veterans as trainees, changed the layout of their shops, built ramps, and modified equipment to accommodate the disabled.

Nearly half a million veterans took training as engineers, hundreds of thousands as scientists, even more as teachers. Alarmists in and out of government predicted that there would be a serious oversupply in such professions. As it turned out, however, shortages of trained people in these skilled professional categories still exist after 20 years. What the shortage would have been without the contributions made by these veterans can only be imagined.

In 1950, the VA disclosed that two-thirds of America's 900,000 veteran farmers had been enrolled as trainees for on-the-farm training. This furnished them with an impetus to buy, rent, or lease their own farms. In most areas, this helped to boost farm incomes and to spread soil conservation concepts, encouraged farm improvements, and made for better farm living conditions.

By 1951, the Veterans Employment Service noted that three-fourths of the veterans were employed and that 2 million were taking various types of training. However, thousands were working below their highest skills. They were coming out of military service and accepting immediate employment because they felt they could not afford to hunt around for more suitable jobs. The Korean buildup, to some extent, took care of this situation, but it in turn started a similar cycle.

Soon after the start of the Korean conflict, vocational rehabilitation training was extended to veterans of this struggle. Benefits included education and training, GI loans, unemployment compensation, mustering-out pay, and jobfinding assistance. By the end of 1958, more than 2 million veterans had taken training under this act, half of them in colleges.

A new era for veterans and nonveterans alike began in 1954 with the passage of Public Law 565, designed to improve and expand the Nation's resources for restoring disabled persons. This was the first legislation since the Barton-LaFollette Act in 1943 to effect major changes in the Nation's rehabilitation program. Each year, an estimated quarter of a million persons were becoming disabled by disease, accident, or congenital conditions. The States, however, were able to rehabilitate only about 60,000 a year. Now some progress has been made toward closing the gap, with about 120,000 receiving these needed services each year.

Every President has supported and personally emphasized employment of the handicapped since 1945 when President Truman proclaimed the first National Employ the Physically Handicapped Week. Initially, the Veterans Employment Service, Bureau of Employment Security, and State employment security agencies did much of the work. In 1946, the Retraining and Reemployment Administration established a special project and took over the coordination of NEPH Week activities. In 1949, the Congress authorized an annual appropriation, and thus the President's Committee on Employment of the Physically Handicapped was firmly established.

Close working relationships have always existed between the President's Committee and the veterans organizations. The present Chairman is a Past National Commander of AMVETS, having held that office three different times. His predecessor was a Past National Commander of DAV and twice National President of the Blinded Veterans Association. The Committee on Disabled Veterans of the President's Committee is made up of representatives of 11 national veterans organizations, consultants from 10 Federal agencies with major responsibilities in this work, and representatives from 5 national service organizations.

In 1962, President Kennedy gave the President's Committee new responsibilities for promoting employment of the mentally handicapped. He changed the Committee's name by deleting the word "Physically" from the title. This was a timely move. Today more VA beds are occupied by veterans with a history of mental illness than all other disabilities combined.

Another fast-growing problem is the number of veterans being hospitalized for chronic diseases that afflict the aging. However, as experience has been accumulated, we tend to profit from the feedback that results from successful rehabilitation,

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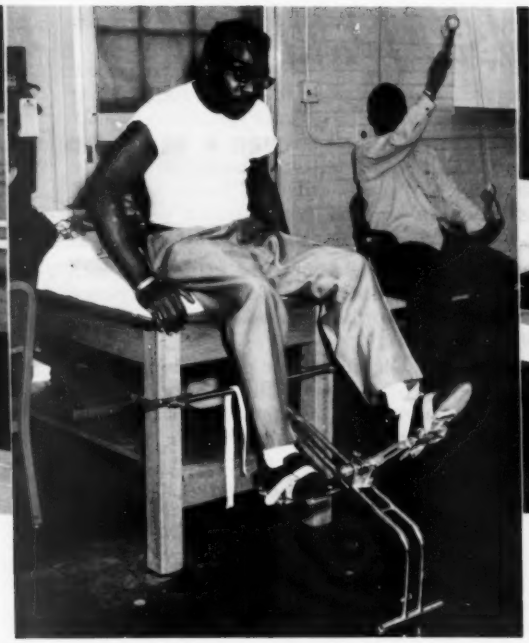

Restoration and Employment

FRANK W. SPENCER

A Veterans Administration hospital and the ES work together to help handicapped veterans make necessary adjustments and to get jobs.

The Restoration Center was opened as a pilot project at the Veterans Administration Hospital in Hines, Ill., in December 1961 to prepare handicapped veterans for return to the community.

The Center is designed to include programs to improve physical, mental, and vocational adjustment so that the veteran can become a functioning member of his community. For a sizable group of these people, such treatment leads to gainful employment, often different in nature from their former occupations.

Rehabilitation for employment results not only from continued treatment but also may involve upgrading of skills for the current job market. One program assisting in such upgrading of skills is offered under the Manpower Development and Training Act, and includes general aptitude tests as well as specialized tests as a preliminary to setting up realistic job training to veterans residing in the Chicago area.

When the veteran reaches his goals within the Restoration Center, he is referred to the VA Vocational Specialist who begins to explore the possibilities of training or job placement. At this time, the Restoration Center works closely with the Veterans Employment Representatives of the Illinois State Employment Service.

The Local Veterans Employment Representative visits the Center each week to interview veterans who will need job placement assistance. At the time of this initial interview, an application card and a physical capacities report are filled out on behalf of the veteran. In order to facilitate job placement, this information is made readily available to any local ES office in the State. The Vocational Specialist at the Restoration Center keeps in contact with the Veterans Employment Representative who will be responsible for placement to give him any additional information about the veteran that might improve his placement prospects.

The success of this cooperative effort is best illustrated by the veterans who have been placed in gainful employment in the Chicago area. The bulk of our handicapped veterans fall

(*Continued on page 37*)

Frank W. Spencer is Vocational Rehabilitation Specialist at the Edward Hines, Jr., Veterans Administration Hospital in Hines, Ill.

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The GI Bill Paid Off

CYRIL F. BRICKFIELD

The impact of the GI Bill on veterans and their families and on society as a whole is beyond measurement, but the benefits accrued can be expected to be felt for years to come.

It is generally agreed that the GI Bill was one of the most successful pieces of legislation ever enacted. At the Veterans Administration, we have put some men and machines to work to get an answer in dollars and cents. Some recapitulation and reminiscing are in order to determine the GI Bill's real worth.

Some 10 million World War II and Korean conflict veterans enrolled for education or training under the various GI Bill programs at a total cost to the U.S. Government of $19 billion.

An analysis of incomes of veterans and nonveterans in the same age groups, made with the help of the Department of Labor and the Department of Commerce, shows that incomes of veterans who received GI Bill help in education averaged from $1,000 to $1,500 a year more than of those who did not. On this basis, we estimate that the trained and educated veterans paid additional income taxes in excess of $1 billion a year.

The GI Bill provisions for education covered a period of 20 years; the estimate of $1 billion annually in added taxes totals a $20 billion return in taxes alone on the $19 billion cost of the program.

In a larger sense, the benefits of the GI Bill cannot be objectively measured as to their total impact on society. It is not likely they ever will be. But we do have an abundance of empirical evidence which provides a basis for sound judgment as to their contributions over the years.

The immediate postdemobilization effect of the GI Bill was the removal of millions of veterans from the labor force as a result of their entrance into education or training. These veterans would otherwise have been clamoring for jobs that were not yet available, as industry needed time to convert from a wartime to a peacetime economy.

By June 30, 1948, some 7.5 million veterans had applied for educational benefits and 6.7 million had already been enrolled. Their subsequent return to the labor force became a gradual process, giving industry time to retool and to create the jobs for expanding peacetime production. Consequently, the transition of World War II veterans from military to civilian life was orderly and in decided contrast to conditions after World War I.

To go even deeper, following World War II this Nation was being propelled into a challenging era by the convergence of powerful forces—the explosion of knowledge and population, a burst of technological and economic advance, the uprooting of old political and cultural patterns, and a never-before-experienced demand for more and better trained professional and skilled workers.

Through the GI Bill provisions for education, the skill levels of those who participated were raised significantly. Thirty-one percent of World War II veterans and twelve percent of Korean conflict veterans had 8 years or less of formal schooling when they entered training under the GI Bill.

The Nation's resources of skilled manpower were raised by the training of veterans as follows:

- 451,000 in engineering,

Cyril F. Brickfield is Deputy Administrator of Veterans Affairs in the Veterans Administration.

Learning to be a beautician. Former WAVES, WACS, WAFS, and SPARS took advantage of the educational opportunities under the GI Bill of Rights.

Ex-GI builds a career in construction. Of the 10 million former servicemen and servicewomen who took advantage of the GI Bill of Rights education program, nearly ½ million became engineers.

A down-to-earth job. On-the-farm training was an integral part of the GI Bill of Rights education program.

Photos courtesy Veterans Administration

- 238,000 in teaching,
- 197,000 in health fields, such as medicine, dentistry, and nursing,
- 96,000 in physical and biological sciences,
- 699,000 in business administration, and
- 2,500,000 in skilled trades, crafts, and industrial pursuits.

The GI Bill was a tremendous boon to our educational institutions. In December 1949, a total of 20,500 schools, colleges, and universities were taking part in the program, as well as 400,000 employers in the on-the-job training program.

Expansion of educational facilities throughout the Nation presented a staggering problem, with the need for more physical facilities, more teachers, and improved teaching techniques. The successful solution to this problem contributed in large measure to the capability of today's educational facilities to cope with the increasing demands of the rapidly growing population of youngsters of school and college age.

The influx of an enormous number of veterans—older and more mature than the usual students—into the classrooms changed the pattern of education throughout the United States and gave rise to the adult education programs that are carried on by all higher educational institutions today.

The GI Bill also:

- Stimulated widespread acceptance of, and improved practices in, apprentice training.
- Improved agricultural practices.
- Contributed to the general knowledge required for the successful administration of large federally sponsored educational assistance programs.
- Opened the way for an ever-increasing number of educational assistance programs, such as those now administered through the Office of Education, the National Science Foundation, the Atomic Energy Commission, and the Departments of Agriculture and Labor.
- Laid the foundation for an effective partnership between Federal and State agencies in the advancement of education.

When the GI Bill came to an end in January 1965, we in the Veterans Administration had good reason to believe that we had shared in a history-making endeavor in the area of Federal-State relationships through a federally sponsored program of education and training.

Working With Veterans Organizations

HOWARD W. WEST

Working closely with veterans organizations in the various communities enables the VER's in local ES offices to reach more veterans and improve services to them.

Veterans organizations are of greater significance to the work of the Federal-State Employment Services today than at any time since World War II. Most of the 22 million American war veterans are now in the older worker category, and an average of 55,000 retirees from military service are joining their ranks each year. The cooperative efforts of the veterans organizations, the State Employment Service, and the Veterans Employment Service are of prime importance not only to the veterans but also to the whole economy. The Veterans Employment Service can reach veterans in need of job market services most effectively through the regular veterans organizations.

The State Veterans Employment Representative Handbook, as prepared by the Washington office of the VES, gives five main objectives in associating with veterans organizations:

1. Keep veterans informed of available job openings.
2. Keep veterans informed of job market conditions.
3. Utilize veterans organizations to improve services to all veterans.
4. Help develop and maintain close working relationships at the local level between the Employment Service and veterans organizations.
5. Encourage employers who are members of veterans organizations to make job opportunities available to veterans.

Seven of the veterans organizations in the State employ full-time Service Officers, whose responsibilities take them into the field of employment. The VES works closely with these officials, and through them many veterans are referred to the Employment Service for assistance.

In Illinois this past year, some 49,000 veterans registered for employment assistance in the Illinois State Employment Service offices. The cooperation of veterans posts and chapters in ES activities is of the utmost importance, for the posts and chapters are the cornerstones of the veterans organizations where meaningful policies, programs, and resolutions originate. Our attendance and participation in district and division activities are of great value also, as they not only offer us wider acquaintance with the members but also afford us the opportunity to give employment reports and talks in which we emphasize the local office services available to veterans and distribute ISES literature pertaining to veterans.

An Employment Officer serves in each of the 25 State districts of the American Legion, and this also ap-

Howard W. West is the Veterans Employment Representative for Illinois.

Testimonial luncheon for Samuel C. Bernstein, Illinois Employment Security Administrator. Left to right: Henry Wolf, Department Commander, DAV; John E. Cullerton, Illinois Director of Labor; Mr. Bernstein; Howard W. West, VER for Illinois; and N. O. Isaacson, Director of Rehabilitation, DAV.

plies to most of the posts and chapters in other veterans organizations. Participation at the district level, visits to the department headquarters, attendance and participation in the department executive committee meetings, and attendance at department conventions are essential. At the department level, we are generally afforded the opportunity of inviting the Superintendent of the Illinois State Employment Service and members of his staff, who present reports on the activities of the State Employment Service in the field of veterans' employment. We also endeavor to attend installations of officers, and receptions for national commanders and other dignitaries of veterans organizations who visit our State; and to participate in membership drives and meetings, and civic and governmental affairs in which the veterans organizations take part.

We work with legislative representatives of the veterans organizations which are interested in promoting legislation benefiting the veteran. Our participation is essential, as some 400 employees of the Illinois State Employment Service are veterans and look to us for assistance in matters affecting them in the State legislature. However, we are careful not to become involved in the inner politics of the veterans organizations.

The veterans organizations auxiliaries have been of great assistance in projects which have resulted in jobs for veterans in the State. When the auxiliaries need workers in their department headquarters, they contact the VES, which refers the request to the local ES office. This procedure has resulted in placements satisfactory to everyone concerned. When the VES has encountered problems in placing a disabled veteran, the auxiliaries have been of great assistance, often undertaking a job development program on behalf of the veteran.

The annual statewide Managers' meeting of the Illinois State Employment Service provides an opportunity to give the veterans organizations a clearer understanding of the Employment Service and how it can help the veterans. At this 2½-day meeting, representatives of the veterans organizations are asked to participate on a panel and in a discussion on subjects related to veterans. Staff members from all levels of the State Employment Service are present to participate and answer questions.

At these meetings, the veterans organizations present citations to local offices which, in the past year, have performed outstanding service for veterans. The American Legion Economic Commission also presents citations to personnel of the State Employment Service who have shown special competence in service to veterans.

Each year, the American Legion Economic Commission conducts an Employer Award program in cooperation with the Employment Service. Through the State VER, local VER's are invited to nominate employers who have worked with the local offices during the year in placing disabled veterans or older veterans. Last year, 53 employers were nominated. The employer selected receives a citation at the department convention. Second and third place winners are also cited for their good work. Representatives of the Employment Service and the Veterans Employment Service are on the platform for these presentations. This procedure is repeated at the district level in all 25 American Legion districts in Illinois.

All of these ceremonies are given wide publicity in the local newspapers and in the publications of the American Legion and the employers involved.

During National Employ the Handicapped Week each year, the VES cooperates actively with the Illinois Department of the Disabled American Veterans. Other veterans organizations sometimes also participate. A DAV poster contest is the direct responsibility of the local VER. He asks each local office to contact the art teachers in the schools to encourage student participation in the contest. Last year, over 3,600 art students in Illinois high schools entered the contest. Representatives of the DAV and its auxiliary, the ES, and the VES usually are present at the judging. Following the selection of the winners, the DAV sponsors a luncheon for all participants in the judging. Many of the local offices conduct poster awards ceremonies in

(*Continued on page 32*)

YOUTH OPPORTUNITY CAMPAIGN

On May 23, President Johnson announced a Youth Opportunity Campaign to stimulate work-training opportunities for youth. "I am asking the Vice President to chair a Task Force to work out the details of this program," the President said. "This Task Force will include representatives of the U.S. Department of Commerce, the U.S. Department of Labor, State and local governments, and business and labor organizations."

Appealing to employers, public and private, to take on one or more extra trainees this summer, the President urged them to advise the nearest Employment Service office of their cooperation. He asked that all ES offices set up special Youth Opportunity registers of youthful applicants. Information and instructions have been sent to all ES offices for carrying out responsibilities under this program aimed at finding summer jobs for 2 million young Americans seeking work.

VENEZUELA DICTIONARY OF OCCUPATIONS

Venezuela has published a Dictionary of Occupations, the first of its kind in Latin America. It is a product of the Occupational Classification Department in the Ministry of Labor and was prepared by Senor Alberto Pico Arias, Department Chief, and his staff of four occupational analysts.

The Dictionary describes 2,850 occupations; the information was gleaned by studying jobs in more than 1,500 establishments in Venezuela. Several U.S. experts in the fields of manpower planning, employment service, skill training, statistics, and occupational technology were consulted. In the Dictionary's introduction, Sr. Pico gives particular credit to the International Labor Organization and the U.S. Agency for International Development for their valuable collaboration and technical assistance in compiling the book.

PROJECT LINCS

After a year of field testing, computerized preselection of Employment Service job applicants against local as well as interarea recruitment orders has become fully operational in the San Francisco and Sacramento, Calif., Professional Offices. Manual file search for all "O"

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code (professional and managerial) orders has been discontinued, with both offices relying on computerized file search as the source of referrals. The procedures governing spot referrals are not affected.

JOB PROSPECTS FOR NEW COLLEGE GRADUATES

Job prospects for college students graduating this June are excellent, according to the Labor Department's annual survey which Secretary of Labor W. Willard Wirtz forwarded to the President in mid-May.

Demand is highest for graduates in technical and scientific fields, and particularly those holding degrees in chemical, mechanical, and electrical engineering, and in chemistry, physics, and mathematics, the survey shows. Engineering continues as the best paying field for new graduates--starting salaries ranging from $575 to $650 a month.

Job opportunities for graduates with degrees in accounting also were described as excellent, with the supply of well qualified applicants well below needs in most parts of the country.

There is an increased demand for liberal arts graduates, mainly for sales representatives and sales training. The report calls this "one of the most encouraging aspects of the current placement situation."

The survey indicated that while job prospects for geology graduates continue to improve, they are more limited than in other science fields. In the social sciences, those with graduate degrees have the highest employment possibilities. Teaching opportunities, according to the report, continue strong, especially in the elementary grades. In journalism, chances are particularly good for writers with backgrounds in electronics and communications. In Civil Service, it was noted that Federal departments and agencies plan to recruit more than 15,000 young men and women with high qualifications for jobs. The report said that law graduates of recognized schools or students who have been at the top of their classes stand the best chance, but that "young attorneys who plan to practice law independently must be prepared to face a period of low earnings until they build up their practices."

NYC DISASTER RELIEF PROJECTS

In several States, the Employment Service has played an important part in recruiting youth in Neighborhood Youth Corps disaster relief projects. The aftermath of storms and floods that plagued much of the Midwest created a need for workers to do extensive cleanup work. Hannibal, Mo., hard hit by Mississippi River floods, has 37 youths recruited by the Employment Service to work on general cleanup. In Conway, Ark., the ES recruited 100 youths, and in Minnesota, 500 youths, were recruited by the ES to begin work on May 10 for a 60-day period.

Three members of a job-finding class of seven listen to instructor Neil Knepper, right, discuss résumé writing in the Portland office of the Oregon Department of Employment.

Job-Finding Technique Classes

Although the Oregon Employment Service had instructed individual applicants and occasionally youth and older worker groups in job-finding techniques for over 15 years, the first regular classes were begun in 1963 in the Portland and Eugene offices. The popularity of these classes spread throughout the State until now they are offered at Albany, Bend, Eugene, Hillsboro, Klamath Falls, Medford, North Bend, Oregon City, Pendleton, Portland, Roseburg, and Salem.

Training in these classes includes labor supply conditions, techniques of self-appraisal, identification of sources through which employment is typically found, introduction of applicants to good letter writing, and information on the use and construction of résumés.

The value of the group classes was brought out by this comment: "I think the job-finding class is very good. There are lots of helpful hints. The discussions are interesting. The suggestions of other people are sometimes a 'must' to open our own eyes. So, overall, the course is very helpful."

The effectiveness of classes in job finding has been shown by reports received by the Employment Service from class members who have completed the course and then found employment. "I now know how to make a good work résumé." "I believed this session has been most helpful to me. It has opened up many doors to me which were previously closed. Many interesting aspects were brought out. Also many things that I have done wrong have been corrected by this session. Thank you for your time and patience."

One man in the Portland metropolitan area, after taking the course, said that he had obtained employment "with prospects of a foreman's job," which he credited to a résumé he sent his prospective employer and which he learned to write in the job-finding class.

—ERIC BERGMAN, *Informational Representative, Oregon Department of Employment.*

In August . . .

Civil Rights

ARE OUR SERVICES ADEQUATE?

(*Continued from page 4*)

enthusiastic backing of the State headquarters office. Merely pro forma appointments of local Veterans Employment Representatives will not do the job. Local office staffs unfailingly reflect in their work the attitude or "climate" toward maximum veterans service which is relayed from the State ES office and the local office managers.

The "letter of the law" in the matter of veterans services has been given by a farsighted Congress in the GI Bill of 1944. Since the end of World War II, the work of the Federal-State employment security agencies has placed veterans in 27 million jobs. This is historic teamwork. It is fulfilling the spirit as well as the letter of the law, but greater challenges are ahead. Because providing an effective job placement service for veterans becomes more difficult as the veteran grows older, more staff time is needed—more time for counseling, for job development, for followup and appraisal. Let us redouble our efforts.

Richard Jacobson, local VER in Rapid City, S. Dak., interviews a sergeant soon to be discharged after 15 years' service experience as a machinist. Job development resulted in employment for him in a local machine shop after his separation from the Army.

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Some Elements of Interagency Coordination

ISAAC FINE

The word "coordination" is heard and used ever more frequently as we move forward in the field of manpower development and utilization. The timeliness of a look at this subject is reflected in the fact that a major title of the Economic Opportunity Act is concerned with "Administration and Coordination."

Agencies charged with one aspect of the economic and social welfare of the community can no longer function on a self-sufficient basis. Every piece of recent economic and social legislation makes demands on agencies which can be met only through coordinated efforts.

Publications dealing with the principles of management are concerned primarily with the subject of internal organization. A search for reference material on the broad aspects of coordination, however, leads to the conclusion that little of a systematic nature has been printed. This article is a preliminary exploration of some of the factors affecting interagency coordination. It is based on and reflects the personal experience of a middle-management State coordinator. Much will be said and written before the basic principles underlying this function art formulated.

Coordination delineates each cooperating agency's authority and responsibility. It involves a sharing of authority and responsibility in such a way that the service rendered is enhanced. The coordinated effort of several agencies results in a greater measure of service than the sum total of services rendered by the same agencies functioning independently. Coordination adds another dimension to service. It tends to strengthen and increase the effectiveness of each agency in the area of action involved.

Is coordination competitive? Is it a guise for one agency to exercise control over another? Coordination is essentially noncompetitive. Coordination would be defeated by duplicate competitive efforts. Since coordination involves a sharing of authority and responsibility on the basis of specialized capabilities, it would be defeated by attempts to usurp authority and responsibility. Newly created agencies, in relating to established agencies, should be especially careful to refrain from moves which give the impression of being competitive or seeking control.

Which agency takes the initiative in activating a coordinated relationship? If one agency has a major role and another a lesser one, it would appear that the former should take the first step. In the event this does not occur, the agency with the lesser role should not hesitate to take the initiative. It is even appropriate for an agency which is more outgoing or more experienced in the field of coordination to prod another agency which is relatively self-contained.

Isaac Fine is Chief Employment Service Supervisor, Community Employment Department, Massachusetts Division of Employment Security.

Characteristics of the Effective Coordinator

What are the characteristics of an effective coordinator? The coordinator must be recognized as a highly competent representative of his own agency and accepted as such by higher and lower echelon personnel of related agencies. He is the spokesman for his agency. He must be able to deal with the top administrators of other agencies in such a way that the authority of his own superiors is strengthened. This involves prompt and full reporting of activities to his superior and an ability to recognize the points where higher level policy and decisionmaking begins. The coordinator must earn and enjoy the confidence of his superiors, as well as of those he is coordinating.

The coordinator should have a basic knowledge of the personnel, objectives, concepts, laws, standards, and problems of the agencies with which he deals. A genuine understanding and an appreciation of the problems and attainments of other agencies are needed. While he sees the other agency's point of view, at the same time he must be able to present his own point of view clearly and convincingly. The gears of separate agencies were not designed to mesh in the context of the new relationships which are developing. Modifications are necessary to prevent a grinding of the gears.

The able coordinator resolves the inevitable misunderstandings which arise in a manner calculated to further the objectives of the program. This requires self-restraint and patience and a capacity to adapt to many personalities. Disagreeing without being disagreeable is no cliche. A hundred and one reasons will present themselves to justify a deterioration of working relations, but the coordinator must not allow this to deflect him from his basic purpose. He is positive minded. He says it can be done, rather than elaborating on why it cannot be done. His optimum objective is effective interagency relationships combined with pleasant personal relationships.

Coordination in Action

The coordinators at the State level must create an atmosphere within which the local office staffs can function effectively. Relations between agencies at the State level are reflected at the local level. State-level

interrelations have an important bearing on local relations even though local interrelations are dependent to a large degree on the quality of local coordination. The State coordinator should be constantly aware of and seek out ways to discharge this aspect of his responsibilities. For example, he may speak to hundreds of members of welfare boards at their district meetings and explain the implementation of policies and procedures adopted at the State level. Or he may address the local vocational high school directors at their annual conference and probe a subject such as the increase in emphasis on meeting the employment needs of disadvantaged youth and hardcore unemployed adults. Such action paves the way for a greater mutual understanding and acceptance of State policies at the local level.

Observing established channels takes on a new aspect in the context of intensive interagency relations. The separate agencies should function almost as one, at each of the various significant levels of government—local, State, and Federal. Many variables are inherent in programs such as the MDTA, and effective implementation of such programs requires intensive horizontal cross relations. This requires that considerable latitude be allowed by top management for the exercise of discretion and judgment at local levels between the representatives of the several agencies. Information in regard to local decisions is communicated upwards—often after the fact.

This aspect of our discussion is related to the factor of decentralization. Where the success of a program requires considerable local initiative and enthusiasm, where complicated variables are concerned, where decisions have to be made faster than information can be compiled and directed upward, top management should give careful consideration to intensive horizontal relations tied in with decentralized decisionmaking in order to achieve successful interagency coordination. In those instances where local discretion and judgment are demonstrably faulty, it may be that corrective steps will be taken after the fact. Nevertheless, on the whole, the advantages outweigh the disadvantages.

The coordinator operates on a two-way street. He must constantly consider joint action with his counterparts and guard against a natural tendency to streamlined unilateral action. That this method takes more time and effort is justified by the results. It covers both short- and long-range planning as well as action to solve problems which arise between agencies. An example is the advance plan for the MDTA program. Such a plan is developed in considerable detail months before the fiscal year begins. All agencies involved participate intensively, at both the State and local levels. When a problem arises out of differences at the local level, it is not enough for one State administrative officer to investigate and decide on a course of action. Sound and enduring solutions should be reached by the combined effort of all the agencies concerned.

An example of successful coordination in practice is that between the Massachusetts Division of Employment Security and the Massachusetts Division of Vocational Education in the implementation of the MDTA and ARA. This is in part attributable to the following conditions: The two agencies involved are established agencies with long experience in carrying out their separate functions. Their responsibilities under the acts are important, are well defined, complement each other, are appropriate to the agency, and have legislative status. These appear to be ideal ingredients for successful coordination.

Coordination by legislation or regulation, with each participating agency having a major role in carrying out an integral but incomplete part of a comprehensive program, formalizes and strengthens an agency's underlying desire and understanding of the need for coordination.

It is the writer's observation that middle management personnel more readily enter into interagency relations than do those in top level management. The reason is that the latter are concerned with the broad interests of the entire agency, not just a particular program and are, therefore, likely to safeguard more jealously the identity of the agency. There may be the feeling that coordination in one direction may result in encroachment on the agency's overall role, that concepts may be altered, and that basic services and standards in areas outside of those marked for coordination may be impaired. Another deterrent is the time-consuming nature of the function. As the benefits of coordination become manifest, agencies will be less guarded in their approach to each other.

The time (and time means money) involved in interagency activities far exceeds what is considered normal for intra-agency activities. For example: Arranging a meeting with representatives of different agencies is far more time consuming than setting up a meeting for the same number of persons within an agency. Then, as happens not infrequently, if one important agency representative has to change his plans, the time-consuming process starts all over again. As the number of agencies increases in a coordinated effort, the amount of time consumed in all activities increases geometrically.

In interagency relationships, the function of each agency in bringing about the desired objective is one dimension. The legal, financial, and administrative procedures to be followed by the several agencies in carrying out a joint venture, represent another and distinct dimension. The latter can unduly interfere with and seriously impede the former.

Related to this is the consideration that the difficulties attendant upon coordination between agencies are compounded when a heterogeneous grouping is involved, that is to say, a coordination of Government agencies (Federal and State), educational institutions, and private agencies. Complete agreement as to the role of each participant can be frustrated by Government regulations which clash with a college charter, which in turn is out of line with the bylaws of a private corporation. Coordinators must recognize and appreciate the need for legal, financial, and administrative procedures and safeguards, but those who formulate these safeguards must weigh their positive value against the possibility of in-

hibiting necessary action. With the passage of time, there seems to be a tendency towards the streamlining and simplifying of procedural requirements.

Public agencies are not yet sufficiently aware that for a considerable portion of their activity, the demands of the times are for a shift to coordination. Even at the expense of some internal needs or established programs, consideration should be given to making more staff and funds available for areas of interagency action. Serious attention needs to be given to the concept of interagency coordination as an integral part of high level planning and policy making. As manpower problems arise in their many and varied forms, administrators should think in terms of interagency coordination in searching for solutions.

Recognition by top management that interagency coordination requires skill and time should be reflected in organizational structure and staffing. In this way, a corps of successful and efficient practitioners of coordination can be developed.

Veterans Organizations Present Awards

Georgia Employment Security Agency officials, VER's from Georgia, North Carolina, and South Carolina, and department commanders of veterans organizations at a training institute in Savannah, Ga., just after awards had been made to local office personnel by the department commanders.

For 10 years, major veterans organizations—the American Legion, American Veterans of World War II and Korea, Disabled American Veterans, Veterans of Foreign Wars, and Veterans of World War I—have each presented an annual award to the Georgia Employment Service local office which is most outstanding for the year in a specific aspect of service to veterans. The awards are presented at a statewide training institute given by the Georgia Employment Security Agency to which all department commanders are invited.

The program is designed to provide added incentive to local offices to give the best possible services to veteran applicants, and to keep Georgia's veterans organizations informed of the job placement services, employment counseling, and other preferential services available to all veterans.

Realizing that good relationships with all community groups provide excellent opportunities for educating the public in the objectives and services of the employment security program, the Georgia Employment Security Agency, with the cooperation of the State Veterans Employment Representatives and the Veterans and Military Affairs Committee for the State Chapter of the IAPES, inaugurated the awards program. The criteria agreed upon with the veterans organizations were (*a*) placing the greatest proportion of total veteran applicants for the year, (*b*) placing the greatest proportion of handicapped veteran applicants for the year, (*c*) maintaining the highest veteran placement preference index for the year, (*d*) making the most outstanding placement of a veteran applicant in a scientific or technical occupation, and (*e*) making the most outstanding placement of an older veteran.

Because local offices are eager to earn these citations, and because beneficial results were quickly achieved, each veterans organization made the annual awarding of a citation a permanent feature of its employment program. Since veterans organizations represent a large segment of the State's total labor force, we believe our efforts with this type of program have been very rewarding.

Typical street scene in Star City, Ark.

Extending Services to Rural Areas

JACK HURT

At the President's request, officials of the Departments of Agriculture and Labor and the Bureau of the Budget are currently visiting rural communities to determine the extent to which various programs and services sponsored by the Government are reaching and benefiting rural America. These men are James L. Sundquist, Deputy Under Secretary of Agriculture; William M. Caporne, Assistant Director, Bureau of the Budget; and Jack Hurt, Acting Director, U.S. Employment Service.

This group proceeded to Arkansas to view the operations of the Smaller Communities Program—a program developed by the Employment Service specifically for rural areas. Arkansas was selected becuse it has been operating the Smaller Communities Program since its inception in 1959 and is representative of the program as it operates in 14 States across the country. The accompanying article is a report of the "inspection" tour.

It was the consensus of the group that the Smaller Communities Program has developed into an effective, economical means of extending the full range of employment services to rural areas. So far, over 100 rural counties have received the services of a mobile team of interviewers, counselors, and test administrators.

The program operates through mobile Employment Service teams usually composed of seven members. These Employment Service "offices on wheels" operate in areas where it is difficult or impossible for any of the 1,900 local ES offices to render adequate service. The duration of stay in an area is usually 3 months, during which three-fourths or more of the county's labor force is registered in order to compile a comprehensive area manpower resource report. For further information, a publication entitled "Smaller Communities Program Reprints" is available on request to the U.S. Employment Service, U.S. Department of Labor, Washington, D.C. 20210.

The trip to Arkansas began with a short visit in Little Rock with officials of the Employment Security Division, Agricultural Extension Service, and the Arkansas Industrial Development Commission; the group then went to Star City in Lincoln County, where the Smaller Communities Program mobile team was operating.

Leaders of Lincoln County had requested the services of the mobile team. As in many other rural areas in the Nation, Lincoln County and Star City (population 1,760) were having economic problems. The county had lost over one-third of its population between 1940 and 1957. Lack of opportunity had forced the

Jack Hurt is Deputy Director, U.S. Employment Service.

youth of the area to look elsewhere for employment. It was evident to the leaders that only by attracting industry could the community raise the area's economic level. They hoped that the Smaller Communities Program could contribute to this effort.

The team had been working in the county for 2 months, operating in the same manner as in other States with such a program. Specifically, the team was attempting to assist the people of Lincoln County by: Determining the current and potential manpower resources, evaluating overall economic resources, cooperating with other agencies and community groups to set up a program for economic development, providing employment counseling and placement assistance, and determining area training needs and training potentials of individuals.

The manpower survey in Lincoln County had progressed very well. The team had already registered more than 1,100 persons toward its goal of 1,500 persons in the county. Although it was too early to indicate all the results which will be obtained, county leaders were optimistic.

Eager to Help

County leaders were enthusiastic about the program. Members of the local Industrial Development group emphasized its value to the area. The former president of the chamber of commerce said that the county hoped to compile a comprehensive manpower report on the basis of the survey which will be presented to prospective industries to attract them to Lincoln County and to local employers who might be expanding their operations. The President of the National Wire Fabric Corp., a new industry located in Star City, believed that the results of the survey would help employers who use trained workers because it would indicate available trained workers and those with the need for occupational training. He reported that his company, which employed 35 workers at the time, would expand to approximately 150 employees, whom he expected to hire on the basis of the survey.

Examples of this nature are to be found in all the 14 States and in the over 100 counties in which the Smaller Communities Program operates. Manpower surveys have been made, new industry has been attracted, employment has increased, and the unskilled have been referred to training.

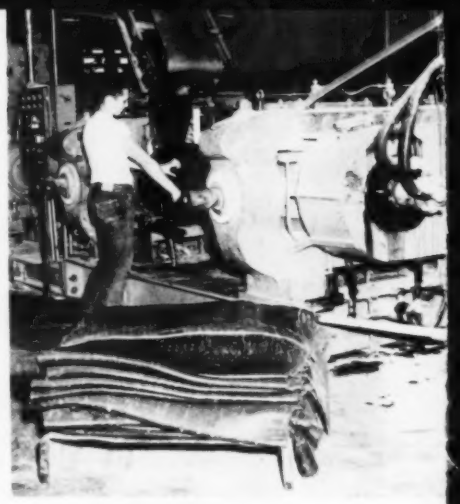
In the Batesville area—site of the first Smaller Communities Program in Arkansas—a successful rural manpower program had been undertaken. The area, consisting of the counties of Independence, Sharp, Izard, and Stone, is located just south of the Missouri border. These counties lost 22 percent of their population in the last decade. Sharp County lost all but one of its nine cotton gins. The four-county area was almost without hope when the Smaller Communities Program was initiated in conjunction with similar programs in the States of Kentucky, Tennessee, and Wisconsin.

Brings in New Industry

The survey undertaken provided a full inventory of manpower resources which, in turn, attracted new industries interested in the area's supply of workers.

Since the operation of the Smaller Communities Program in the four-county area in 1960–62, total payroll dollars increased 35 percent, compared with a 17.7 percent increase for the State. This increase reflected an 18.4 percent gain in total employment in the Batesville area, compared with the 8.7 percent average for the State. These increases are attributable to an influx of new industry as a result of the program and community development activity.

An example of new industry is the Batesville Rubber Co., a subsidiary of a national organization, which manufactures rubber soles and heels. Another concern built a factory that produces gas tube burners. A third purchased a local creamery to make cheese products. Another industrial achievement for the city was the Batesville Manufacturing Co., a subsidiary of Aerojet Co., which employs about 175 persons.



Part of a new $200,000 installation in Batesville, Ark. This 60-inch rubber mill breaks down and warms rubber to be extruded into thread rubber for tire recapping.

A new and modern feed mill in Batesville.

One of the operations in the new 800-man garment plant in Star City, Ark.

. . . gaps remain between the levels of living in rural America and those of urban America—in income, in education, in housing, in health and sanitation facilities. Special measures must be taken both by States and by Federal agencies to reach rural people, particularly in remote areas. . . .

LYNDON B. JOHNSON
Rural America—Message from the President (H. Doc. No. 73)

The Smaller Communities Program operates in rural low-income areas characterized by declining employment opportunities, typified by the two areas visited. Although these communities have succeeded in attracting a wide variety of industries, ranging from wire and shirt production to pharmaceuticals, not all rural areas can hope to develop a sufficient number of job opportunities for all their unemployed, underemployed, and young people entering the labor force.

It is in relation to this problem that the program offers particular benefits by encouraging the development of local job opportunities, and by supplying vital information and guidance to rural people through counseling, testing, and referral services. This two-pronged effort—employment development and on-the-spot applicant services—is a fresh approach to the employment problems of rural communities.

Program Does Help

Observations in the Star City and Batesville areas, as well as information received from the other participating States, support the conclusion that the Smaller Communities Program is a valuable method of extending manpower services to rural areas. The use of mobile teams with their capability for specialization, the assessment of manpower resources through personal interviews and aptitude testing which assure their reliability, the involvement of the local leaders which guarantees that the manpower and economic reports will be used for economic development and planning, and continued followup services provided by the team to the counties served all contribute to the success of the program.

The States presently operating the Smaller Communities Programs are to be commended for their pioneering efforts in developing rural manpower resources. The positive need for an expanding and dynamic program of this nature is reflected in the continued requests from States not yet in the program. It is hoped that this program may soon be expanded to include these States and any others desiring its services.

Placement Service for Librarians

One of the byproducts of a recent conference in Madison, Wis., on recruiting for librarianship is an increased awareness of the problem of placement in positions above the lowest level. True, many of the library schools are performing a valiant job in trying to suggest names to harassed employers. Personal contact is accomplishing something. Placement exchange at national conferences is a help. Some of us know of an occasional privately administered placement exchange. Many have regretted the reasons which have prevented the American Library Association from conducting a full-fledged placement service.

The fact is, however, that with all of these avenues, the availability of names on a national level falls far, far short of what should be available to the profession. This is written to call attention to a national agency which has existed for 32 years, and which is capable of carrying on for us an adequate service, namely, the United States Employment Service. With headquarters in Washington, the Employment Service has affiliates in all of the States. In Wisconsin, it is the Wisconsin State Employment Service which has district employment offices in 24 Wisconsin cities. On both the national and State levels, these services are working more and more actively in the professional field. It may be important to observe that, since this work is supported by taxes, no fees of any kind are required.

How can the Employment Service help in Wisconsin? If all professional librarians in our State, regardless of rank, who believe that their background and experience would entitle them for consideration for advancement were to register with the Wisconsin State Employment Service, and if all library boards and head librarians would list with the Service such vacant professional positions as cannot be filled easily through other channels, a better job would be done for library and employee in keeping positions adequately filled. Such a program becomes a great deal more potent when this kind of activity is carried on in all of the States, permitting the Federal Employment Service and its great network of affiliated services to suggest names of applicants and existing vacancies throughout the country.

GERHARD NAESETH
Associate Director
Memorial Library
University of Wisconsin

The editor welcomes letters from readers for this department. Comments on published articles, requests for additional information, inquiries about the program or operations of the Employment Service and evaluation of its accomplishments, or suggestions for future articles might be appropriate subjects. We hope that there will be a steady stream of letters to the editor.

"Skills Unlimited" Helps Military Retirees

ROBERT B. SNYDER
and WILLIAM HOGAN

Many military retirees, facing a complete change in their life's habits, have found they did not know what they could do best or were not interested in what was offered to them. Others who had reached top positions in their military field questioned the need to start over at the bottom.

Consequently, much potentially productive time has been lost in long periods of unemployment or in unsuitable jobs. Realizing what was happening, the Department of Defense in 1962 asked an independent research team to study the military retirees to learn the causes of their slow adjustment to civilian life. The survey report to the Department of Defense indicated a number of significant problems:

1. Industry, used to handling civilian personnel, was unfamiliar with the way to deal with military retirees.
2. Both industry and the retirees were having trouble relating military skills to civilian jobs.
3. Many military men who had reached the top in their career were not willing to start at entry grades in civilian life.
4. Many military men had climbed to the top despite limited formal education. On the outside, however, they were faced with the requirements for a college degree.
5. Most retirees were in their 40's and were encountering the age barrier.

Realizing that 1963 would see the first full crop of military retirees and that there would be approximately 1 million new veterans in the next 10 years, the Department of Defense (DOD) decided to do something about the situation. Top executives of the Department of Labor, including those of OMAT and

(*Continued on page 23*)

Robert B. Snyder is an Assistant Veterans Employment Representative for New York. William Hogan is a local Veterans Employment Representative in the Syracuse, N.Y. local office.

A last-minute discussion before the briefing. Left to right: Robert B. Snyder, AVER for New York, chairman of "Skills Unlimited"; Col. Evan A. Dice, Commanding Officer, and Bernard Hayden, Chief, Civilian Personnel, Hancock Air Base.

In mid-July 1962, the futu
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Briefing Retiring Military Personnel

LT. MARGIE HANCOCK
and JASPER COHEN

Retirement! What does it mean? A chance to take that long awaited voyage to exotic lands? Endless leisure time to spend dozing under swaying palm trees or fishing in the surf? Perhaps it means nothing more glamorous than escape from the daily jangling of an alarm clock.

To thousands of people who retire from the Armed Forces each year the word "retirement" means many things. It may mean "settling down" in one place and establishing roots. It suggests having the same neighbors for years to come. But perhaps most important, it means beginning a new career—integrating oneself into the civilian world of work.

The yearly increase in the number of Armed Forces retirees, the vast source of potential skills which they represent, and the unique problems they face were studied at top levels in Washington. Recognizing a special obligation to this group, the Department of Defense and the Department of Labor united to help military retirees plan a successful transition into the civilian labor force.

In late 1963, announcement was made of a new cooperative program to provide employment orientation, counseling, testing, and placement assistance to military personnel scheduled for retirement. The next year saw the fully planned program outlined and in the hands of State Employment Service and Armed Forces staffs designated to put it into practice at local levels.

One military installation which has initiated the program is Patrick Air Force Base in Florida, headquarters of the Air Force Eastern Test Range. Most widely known for its support of Cape Kennedy, Patrick is also a popular base with military retirees. Located on a peninsula between the Atlantic Ocean and the Banana River, Patrick beckons Air Force members nearing

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Lt. Margie Hancock is Chief, Personnel Affairs, Military Personnel Branch, Patrick Air Force Base. Jasper Cohen is a Veterans Employment Representative, Cocoa Local Office, Florida State Employment Service.

Jasper Cohen, local VER, Cocoa, Fla., and 1st Lt. Margie Hancock, Chief, Personnel Affairs, Patrick Air Force Base, discuss a poster used to publicize the Postretirement Career Orientation program at Patrick.

ure was truly uncertain, if Robert Tedd of the U.S. h a wife and two children perience, he had just been rtly be retired from nearly

ividual with direction, Bob bit and contemplated his aduation from high school orary jobs, he had reported onal Guard in 1940. From only the military—24 years on be all over. He would ut be would not be retired. eer—a civilian career!
nt physical examination re- tion, he was retained in the hs. This gave him a little e. He was retired on full 962.
He returned to the Syracuse ed a job search of his own. isited was the Commercial e New York State Employ- ne acquainted with the local presentative. The LVER ng, and his sincere desire to The LVER believed that Bob ewer with the Employment d to such a position in June a sound second career. He anagers enjoy having him. ul in helping other military obseekers to find productive

retirement with its promise of warm weather and good fishing amidst the Nation's rapidly growing "Space Community."

For the Department of Labor, the local Florida State Employment Service office in Cocoa, Fla. was designated to carry out the cooperative employment assistance program for retirees at Patrick. The base's Chief of the Personal Affairs Section, Military Personnel Office, worked with the local Veterans Employment Representative in implementing the program.

Phase I of the program was to be a comprehensive briefing regarding the civilian job market, Government employment, and related subjects. Although the program was well outlined, a considerable amount of the detailed planning was left to those at the local level so that program presentations would be audience oriented. As this planning got underway, the program's possibilities became more and more interesting and challenging. Attendance at the presentation would be on a voluntary basis. Therefore, it seemed most important for those who did choose to attend to "get their money's worth."

A screening of military records showed that over 300 officers and airmen were likely prospects for retirement within the next 12 to 18 months. As this roster was studied, one question seemed foremost: "How can this program be made most meaningful to this particular group?" To find the answer, it seemed necessary to learn something of these men and their future plans, of their thoughts and feelings regarding a postmilitary career, and the type of employment assistance most vital to them at this time. A questionnaire was chosen as the best way to get this information. A letter, explaining the cooperative program and the reasons for requesting personal information, was mailed with the questionnaire to each person on the roster. The responses disclosed some interesting facts regarding the group.

a. Almost all planned to work after military retirement.

b. Only a small percent knew what type of work they wanted at the time.

c. The majority were interested in general information regarding the civilian job market and in specific information on various career areas.

Since the first questionnaire indicated the group's strong interest in hearing discussions on specific career areas, the obvious question was: "What career areas?" Thus, a second questionnaire was needed. From a list of 60 broad career areas, each person was asked to indicate 3 which interested him most. From these responses, seven major areas of interest were identified. Representatives of local organizations and industries who were currently working in these career areas were contacted by telephone. Without exception, all were interested in the program and gladly agreed to participate.

A followup letter confirming the time and place of the program was mailed to each speaker. As a guide to the speakers, the letter included a list of questions which members of the audience might ask in regard to specific career areas.

Plans were made for an audience of 250 to 300. The Base theater was scheduled for the meeting because of seating capacity and the availability of audiovisual equipment. A sample personal-data résumé and the California Department of Employment's "Job Finding Techniques for Retired Military Personnel" were printed as handouts to each person attending the program. Note pads and pencils were furnished.

Four hours seemed the minimum time in which to accomplish the objectives of Phase I. January 14, 1965, from 8 a.m. to 12 noon, was set for the briefing. An intensive weeklong publicity campaign began. The "Post-Retirement Career Orientation Program" was selected as a title for the program because it would not seem restricted to those who already had definite retirement plans. Posters, letters, and daily bulletin notices announced the forthcoming program to the military community. Local newspapers and radio stations cooperated in publicizing the briefing. Thus, those throughout the area who were already retired from military service were also made aware of the program.

Over 300 active-duty and retired military members attended the first presentation of the "Post-Retirement Career Orientation Program." The chief of Patrick's personnel office addressed the group briefiy on the program's purpose and scope. The Veterans Employment Representative gave a general briefing. A series of slides emphasized major points of interest throughout the presentation. Patrick Air Force Base Family Services Volunteers served coffee and rolls during a recess.

The visiting speakers were seated on the stage as a panel. A large nameplate in front of each member identified him by name and the career area he represented. Each panel member gave a résumé of job requirements and opportunities in his particular field. A question-and-answer period concluded the program.

A program evaluation questionnaire was handed out following the meeting. Responses were gratifying, and some valuable suggestions were made for subsequent briefings.

Plans are now underway for the next postretirement career orientation briefing. Speakers representing more career areas will be present, and each will be scheduled in a separate location. After the general briefing by the Veterans Employment Representative, each person will be advised to attend the discussion on his particular area of interest. Each guest speaker will have more time to discuss his particular career area and to answer specific questions. Greater use of visual aides in the general briefing is planned, with the use of statistics being limited further.

Phase II of the program will entail direct employment assistance in working sessions between the retiring military member and counselors from the Employment Service. It may include counseling, testing, résumé development, and local or interarea placement service. Some 50 people have requested Phase II assistance within the next 6 months. Group counseling and testing are now being considered to meet these requests.

Although a number of the first group were within 12 to 18 months of retirement, most of them indicated

they did not know what types of civilian jobs they wanted. Hopefully, the career orientation program will lead them to some choice of career area within the near future. Will they, however, have enough time prior to retirement to prepare adequately for the occupation of their choice? Or will they have to lower their occupational goals because of insufficient time for study or training? Would earlier exposure to a program of this type have encouraged these people to begin educational or training programs during their remaining years of active-duty service? These are only a few of the questions that arose as the cooperative program spread nationwide. They seem to point out some interesting possibilities for further study of the program and its goals.

Retirement. What can it mean? For military members, through the continued improvement and expansion of this cooperative program, it can mean an easier and more gratifying transition into that exciting and challenging postmilitary "right career."

"SKILLS UNLIMITED"

(*Continued from page 20*)

the USES, were asked to a conference to discuss what plans could be made to help these retirees find out what they were best fitted to do and how to go about achieving a civilian career. The USES had conducted such a program for millions of ex-servicemen after World War II and for a smaller number after the Korean conflict. Together the DOD and the USES laid broad plans for an orientation and counseling program for military retirees to be started in 1964. The program had three phases:

Phase I. Group orientation and information 12 to 18 months prior to retirement.

Phase II. Counseling, group or individual, 90 days after the group orientation at either the military installation or the local ES.

Phase III. Individual counseling and placement at the local office in the area of residence.

About the time of this meeting in Washington, a similar meeting on a smaller scale was taking place in Syracuse, N.Y. At this meeting were the Assistant VER for New York, the Syracuse local VER, and representatives of the Hancock Air Base, a large corporation, the New York State Division of Veterans Affairs, the regional office of the Veterans Administration, the county Veterans Counsel, the State Civil Service Commission, and the State and local Employment Service. This group named themselves "Skills Unlimited" and set as their objective assistance to military retirees in achieving satisfactory placement in civilian occupations in the "shortest possible period of time."

Being aware of the DOD-USES plans for the orientation and counseling program to start in late 1964, representatives of Skills Unlimited offered their services to the Commanding Officer of Hancock Air Base. Together, they decided to have a group orientation session for all military men with 18½ or more years of service who would be eligible for retirement within 18 months. Late September was selected for the orientation, and a committee headed by the Personnel officer at the Air-Base and the LVER of the Commercial and Professional Office worked out the following plan.

1. An invitational letter from the Commanding Officer, briefly outlining the intent of the program and inviting the wives of the retirees.
2. A kit of materials to be given to each person in attendance.
3. The development of a new flyer "Attention Military Retirees" summarizing the program and providing a checklist of things to do.
4. An informal talk on the retiree and the civilian labor force, using slide projections of charts taken from Manpower Reports of the President and the Secretary of Labor.
5. A question-and-answer period with the panel made up of members of community agencies and Skills Unlimited.

To make sure the event would be well publicized, press releases were prepared for local newspapers to make the first announcement of the briefing. Arrangements were made for full press coverage at the time of the briefing. Three local television stations agreed to cover the session, and it was heralded as one of the first programs of its kind in the country.

Other community action and support were necessary. Printing funds needed for the red, white, and blue flyer, specifically designed for military retirees, were donated by a local Disabled Veterans chapter. A large corporation provided the packets to enclose the flyers to be given to each retiree. The New York State Division of Employment in the State Department of Labor reprinted materials telling how the system of public Employment Services operated in each State and the services available in the local offices. The Air Base printed charts to be given to each retiree and the charts to be used on the slide projector during the informal talk by the local VER. Pamphlets were supplied in quantity by other agencies serving veterans; 100 kits were assembled for distribution at the briefing.

Skills Unlimited held a short meeting prior to the briefing so that participating panel members would know the details of the program and could review the materials to be used. Veterans Employment Representatives of four area employment offices, who would be conducting similar programs with other defense installations, joined in the meeting and observed the afternoon session.

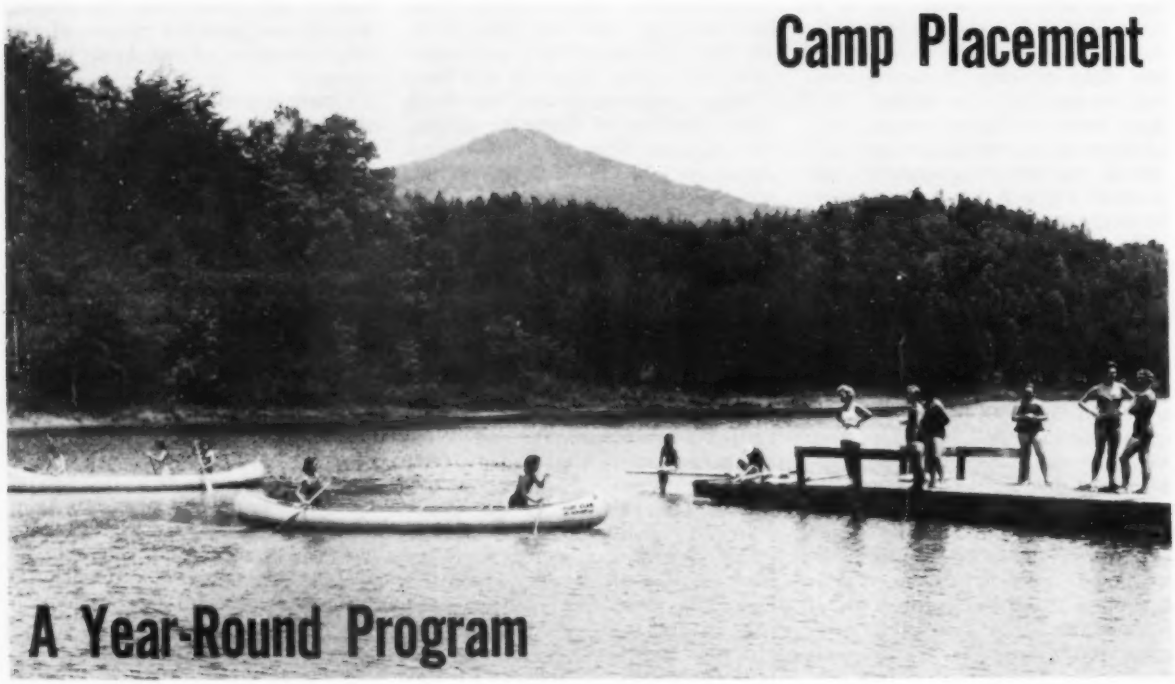
The briefing was attended by 52 men who were expecting to retire in the next 18 months, some very shortly. The program went smoothly and the only hitch arose when two outside observers had to give up their kits to assure one to each retiree. Questions and answers lasted nearly an hour.

A colonel from a small nearby installation brought six officers and enlisted men with him to the session. Those in attendance ranked from sergeants to a full colonel, with as many noncommissioned officers and enlisted men as officers. Two local newspapers, the Air Force newspaper, and three local television stations covered the event. Everyone attending felt it was a successful program.

The Committee immediately put out listening posts to those in attend-

(*Continued on page 35*)

Camp Placement



A Year-Round Program

MARGARET F. WALSH

From a sporadic placement activity to a year-round program is the history of the service given to summer camp directors by the Boston office of the Massachusetts Division of Employment Security. Using 1961 statistics as a base, the number of camps serviced and the number of applications tripled in 1964, openings quadrupled, and placements increased sixfold.

How did this growth in service to the camp owners come about?

As early as 1950, we recognized a potential in the field of camp placement. However, for several years, such placement service was handled as a seasonal "crash" activity. From 1950 to 1962, the Boston Professional Placement Office designed and put into use a special application card to reflect adequately the skills of the camp applicant. A companion form for recording camp openings and the internal procedures went through considerable evolution before attaining their present form. Along the way, we realized that we were losing placements because the young applicants were inexperienced in presenting their qualifications effectively. To help them, we composed and distributed a letter of application. This letter contained a checklist of basic skills which speeded the camp directors' appraisal of the capabilities of the refererals.

Then, in 1962 came a complete change in approach. We selected for camp placement an interviewer who had an unusual capacity for detail and hard work coupled with a deep understanding of young people. To their time limitations as students, their inexperience in presenting their skills adequately, and their unrealistic appraisal of their monetary worth, she made constructive adjustment because she was sincerely interested in youth.

In February 1962, this interviewer attended the annual convention of the New England Camping Association. The panel discussions gave her an insight into the camp director's point of view. Personal contacts made there developed into lasting relationships. After attending the annual conventions the next 2 years, she became a member of the New England Camping Association as a representative of the Division of Employment Security.

Personnel involved in camp placement were invited to the biregional conference held in Boston in February 1962, under the direction of the Bureau of Employment Security of the U.S. Department of Labor. The opportunity to share the experiences of other States, to review forms and publicity material already developed, to take part in roundtable discussions, and to hear the comments of the camp directors who were guest speakers proved invaluable. Stimulation and enthusiasm for camp placement, characteristic of the conference, carried through the placement season.

Margaret F. Walsh is Section Manager in the Boston Professional Placement Office, Massachusetts Division of Employment Security.

Sources for camp directories, brought out during the biregional conference, were used to expand our mailing list. To this much larger list of camp directors, we mailed a letter explaining our service and soliciting openings. Camp counselors registered with us the previous year were contacted for renewal of application. When we learned that one radio station appealed strongly to young people because of its musical program, we enlisted its cooperation to make spot announcements about camp placement. A regularly scheduled weekly program on another station carried descriptions of specific camp openings. Newspaper advertising was used consistently. Special advertising was timed to correspond with school and college vacations. All these recruitment methods were effective. Camp openings for the 1962 season were almost three times as heavy as for 1961. New applications rose from 117 during February to 319 during April.

Margaret F. Walsh, section manager, and Carolyn E. Phillips, camp placement interviewer in the Boston Professional Placement Office, search the camp applicant files in an effort to fill an order for camp employees.

ES Service

When camp directors visited the Professional Placement Office or notified the office of plans to interview in Boston, staff members immediately went to work to give efficient service. Rapid file search, telephone contacts with applicants, and scheduling of appointments preceded the arrival of the camp directors and continued during their stay. Suggestions, reactions, and recommendations of both camp directors and applicants were studied in order to improve the service.

When the camp placement interviewer went on vacation, she drove to some of the areas where the camps were located. She talked with the directors and observed many of the young people she had helped to place on the job. Her visits surprised and pleased the camp people and in 1963 and 1964 they sent her personal invitations to spend more time with them.

Preparation for the 1963 season began in the early fall of 1962. Forms, publicity, and timing of recruitment were reviewed. Much earlier scheduling of contacts with employers and applicants was deemed advisable since camp directors had told us that they like to have their staffs lined up by the first of the year. Intensified recruitment for new applicants was necessary because a number of our good placements in 1962 were invited back to the same camps for 1963. Posters for college bulletin boards and an accompanying letter went out before the Christmas vacation.

A second biregional conference was held in Boston in the winter of 1963. Camp placement was prominent on the agenda. Personnel who could profit from discussion of camp placement and interarea recruitment were again in attendance. Representatives from the New England Camping Association and the Girl Scouts of America were guest speakers. A closer understanding of mutual objectives developed.

With the same spirit of enthusiasm and the same hard work, the Professional Placement Office in 1964 serviced 145 more camps and 374 more openings than in 1962. The application file increased from 1,211 to 1,378. Placements increased proportionately.

We attribute the success of the camp program to the following factors:

1. Recognition of the camp placement program as the gateway to a future flow of recent college graduates into the Professional Placement Office.
2. Determination to keep the program flexible and dynamic.
3. A cooperative team approach at all levels toward development and revision of the program.
4. Selection and stabilization of the right personnel for the demands of the program.
5. Adequate staffing in peak periods.
6. Definite planning to build staff morale.
7. Development of strong employer and professional association contacts.

NOTICE

Tables have been omitted from this issue of the REVIEW. They are available in EMPLOYMENT SERVICE STATISTICS and AREA TRENDS, upon request to the U.S. Employment Service, Bureau of Employment Security, U.S. Department of Labor, Washington, D.C. 20210.

Recruitment of teachers to staff U.S. facilities overseas was stepped up over the year.

Skilled Worker Shortage Highest in 8 Years

Local occupational shortages for a wide variety of occupations, as measured by the numbers and types of jobs placed in interarea recruitment by State Employment Service agencies, continued to grow through the first quarter of 1965. Hard-to-fill needs for skilled factory workers intensified sharply, as interarea recruitment for nonprofessional skilled manpower, on the rise since early in 1964, reached its highest level in 8 years. Aggregate openings placed in interarea recruitment exceeded 25,000 at the end of March 1965, a rise of 42 percent over the same period a year ago. The over-the-year rise for the system as a whole was the largest since August 1962.

Expanded manpower needs in durable goods manufacture and stepped-up Government contracting during the past few months had the greatest impact upon local shortages of skilled workers. Increased needs for engineers, draftsmen, and other technicians, more extensive and longer recruitment of teachers for the coming academic year, and stepped-up recruitment for faculty members at institutions of higher learning were significant in boosting interarea recruitment for professional and managerial workers. Among the clerical and sales, service, semiskilled, and unskilled worker categories, the largest added requirements were for salesmen and secretaries, hospital attendants, policemen and detectives, and workers in textile, metalworking, and electrical equipment establishments.

Machinists Hardest to Find

The geographically widespread increase in hard-to-fill needs for skilled workers during the past year underlines the role of continuous training to accommodate expanding production. Interarea recruitment for skilled workers increased 75 percent between March 1964 and March

Inventory of Nonagricultural Job Openings in Interarea Recruitment, by State and Occupational Groups [1] March 1965

State	Total	Professional and managerial	Clerical and sales	Service	Skilled	Semiskilled
United States	25,352	12,889	1,785	1,601	7,151	1,628
Alabama	360	184	0	0	120	56
Alaska	122	71	23	5	12	1
Arizona	669	262	34	131	152	90
Arkansas	46	27	4	3	9	3
California	2,007	1,145	34	53	561	214
Colorado	177	149	3	6	19	0
Connecticut	1,275	339	24	18	860	29
Delaware	137	132	2	3	0	0
District of Columbia	3,499	2,866	496	108	23	6
Florida	498	254	6	30	191	16
Georgia	176	46	3	4	121	2
Hawaii	2	0	0	2	0	0
Idaho	30	11	3	1	15	0
Illinois	2,127	936	200	122	569	247
Indiana	488	182	4	2	157	33
Iowa	562	271	65	37	169	20
Kansas	88	63	5	0	19	1
Kentucky	35	33	0	0	2	0
Louisiana	114	87	1	0	24	2
Maine	74	49	2	0	19	4
Maryland	120	44	0	15	41	20
Massachusetts	774	191	25	6	398	128
Michigan	778	94	24	86	568	6
Minnesota	828	195	289	72	160	61
Mississippi	121	29	20	0	66	6
Missouri	839	398	103	203	100	35
Montana	103	7	5	23	67	1
Nebraska	79	40	11	8	17	3
Nevada	146	54	35	53	4	0
New Hampshire	189	32	2	1	119	35
New Jersey	561	356	6	37	137	25
New Mexico	270	54	0	15	201	0
New York	940	636	2	82	209	11
North Carolina	445	158	34	4	230	19
North Dakota	63	20	14	15	14	0
Ohio	1,087	430	15	4	596	42
Oklahoma	153	65	5	1	78	4
Oregon	53	23	3	2	20	5
Pennsylvania	1,184	854	3	66	223	38
Rhode Island	274	15	16	2	88	142
South Carolina	60	3	0	0	11	16
South Dakota	38	16	5	5	11	0
Tennessee	6	6	0	0	0	0
Texas	220	105	13	9	88	5
Utah	113	89	7	0	16	1
Vermont	107	39	5	20	42	1
Virginia	648	132	67	132	162	155
Washington	1,753	1,441	135	14	161	2
West Virginia	38	23	0	2	12	1
Wisconsin	842	217	21	198	265	141
Wyoming	34	16	11	1	5	1

[1] Job openings for unskilled workers totaled 298 and were distributed as follows: Alaska 10, Connecticut 5, Florida 1, Illinois 53, Indiana 110, Massachusetts 26, Minnesota 51, Rhode Island 11, South Carolina 30, and South Dakota 1.

Source: U.S. Employment Service, based on data from affiliated State Employment Services.

1965 as a result of added demand, largely by the shipbuilding and repair, automobile, machinery, and communications equipment industries. Sizable needs were also reported for the aircraft and primary metals industries, business services, machinery and equipment repair job shops, and Federal facilities.

Among all the skilled worker shortages at the end of the first quarter of 1965, unmet needs for machinists were most prominent. More than double the number reported a year earlier, interarea recruitment for machinists exceeded 1,100—the largest number sought during the past 8 years. These needs were spread over 36 States, with the largest requirements in Connecticut, California, and Massachusetts.

Similarly, hard-to-fill needs for other skilled metalworkers rose sharply. Welders and flamecutters, toolmakers, die sinkers and setters, machine shop and related workers, and structural and ornamental metalworkers, tinsmiths, coppersmiths, and sheet metalworkers were sought in 39 States.

In addition, increased demand for electronic technicians (largely in New Mexico and Ohio), for mechanics and repairmen (spread over 44 States), for electricians (spread over 27 States), and for pipefitters (largely in Connecticut, Michigan, Ohio, and California) helped boost total hard-to-fill needs.

Uptrend in Demand for Technical Manpower

Expanding production also contributed to the increase in demand for professional and managerial workers during the past year. Mass layoffs of engineers and other technical manpower because of termination, shifts, and the completion of projects by major Government contractors resulted in an increased local availability of highly trained technical workers during the early part of 1964. However, by the end of the year, the step-up in manpower requirements in both durable goods and construction industries had absorbed a large number of the available workers, and unfilled needs for scarce technical manpower continued upward.

By the end of the first quarter of 1965, many of these changes were affecting needs for civil and mechanical engineers, programers, engineering and physical science technicians and aides, and draftsmen. Aeronautical and chemical engineers were also in greater demand, but hard-to-fill needs for electrical engineers remained below year-earlier levels.

Demand for engineers was widely scattered, both geographically and industrially. Unmet needs for engineers occurred in 49 States, but the largest were in California and Washington. Industrially, the largest number of engineers were sought by the aircraft, machinery, and construction industries and by Federal facilities. Although 45 States had hard-to-fill needs for draftsmen, the largest were in the aircraft industry in Washington. Unmet requirements for other technical manpower were more concentrated, with much of the demand located in Washington's aircraft industry.

An administrative change, extending the teacher

Nonagricultural Job Openings on State Interarea Recruitment Inventories by Selected Occupational Fields

Occupation	Number of openings			Percent change from:	
	March 1965	December 1964	March 1964	December 1964	March 1964
Total	25,352	22,345	17,741	+13.4	+42.9
Professional and managerial	12,889	10,711	9,730	+20.3	+32.5
Engineers	2,560	2,310	2,267	+10.8	+12.9
Social and welfare workers	1,567	765	1,674	+104.8	−6.4
Teachers	2,919	2,398	799	+21.7	(1)
Trained nurses	956	970	1,353	−1.4	−29.3
Draftsmen, technicians, engineering and physical science	1,278	1,047	619	+22.1	+106.5
Healers and medical service occupations, n.e.c.	530	584	491	−9.2	+7.9
Clerical and sales	1,785	1,662	1,614	+7.4	+10.6
Stenographers and typists	816	784	790	+4.1	+3.3
Service	1,601	1,544	1,120	+3.7	+42.9
Attendants, hospitals, and other institutions, n.e.c.	516	273	82	+89.0	(2)
Policemen and detectives, public service	462	455	332	+1.5	+39.2
Skilled	7,151	6,458	4,102	+10.7	+74.3
Metal workers	3,833	3,365	2,055	+13.9	+86.5
Mechanics and repairmen	1,284	911	841	+40.9	+52.7
Semiskilled	1,628	1,428	1,073	+14.0	+51.7
Textile workers	552	568	464	−2.8	+19.0
Metal workers	469	376	130	+24.7	+260.8

n.e.c.—Not elsewhere classified.

[1] A shift in seasonal recruitment pattern was responsible for a large percent change.
[2] Too few to report percent change.

Source: U.S. Employment Service, based on data from affiliated State Employment Services.

recruitment campaign to staff overseas educational facilities serving Government and industrial personnel stationed abroad, accounted for most of the over-the-year rise in professional and managerial openings. In addition, an increase occurred in the seasonal recruitment of teachers for domestic assignments during the past few months and in hard-to-fill needs for college faculty members. Small increases in the number of State agencies utilizing the interarea recruitment system as an aid in the search for qualified teachers were also recorded. These developments may be indicative of growing shortages of qualified teachers for the Nation's expanding student population.

Health Service Needs High

The widespread nature of local shortages of qualified personnel in the health services was again underlined by the large and increasing numbers of jobs in this field for which employers sought workers through the Federal-State Employment Service interarea recruitment system. More than 1 of every 10 jobs placed in interarea recruitment was for a health service worker.

Extensive shortages of professional nurses were again indicated as large numbers were sought in 44 States. The over-the-year decline in total job openings for professional nurses was almost entirely attributable to a drop in interarea recruitment for the California State government. The search for licensed practical nurses increased and extended to 16 States. Sizable proportions of increased needs for caseworkers and for nurse aides and orderlies were for psychiatric hospitals and services. Added needs for other hospital attendants and a small increase in interarea recruitment for hard-to-find medical technicians also occurred.

California Leads in Clearance Placements

Clearance placements in nonagricultural jobs totaled 32,000 in the 3-month period December 1964–February 1965, 2,900 below the same period a year earlier.

California, with 10,300 interarea placements, again led all other States and accounted for almost one-third of total clearance placements. Placements exceeded 1,000 in seven other States: New York (3,400), Maryland (3,200), Pennsylvania (2,200), Michigan (1,500), Illinois (1,300), Texas (1,700) and New Jersey (1,000).

—*Branch of Skill and Industry Surveys, U.S. Employment Service.*

In August . . .

Employer Relations and Industrial Services

MANPOWER TRENDS

SEASONAL-PLUS RISE IN TOTAL EMPLOYMENT

Total employment rose by a more-than-seasonal 900,000 to 71.1 million in April, reflecting sharp expansion in the farm sector. The 400,000 increase from March in nonfarm employment was about normal. Seasonally adjusted, the 1.8 million nonagricultural workers on part time for economic reasons was the lowest since March 1956.

TEENAGE UNEMPLOYMENT UP IN APRIL

Unemployment, at 3.5 million, dropped almost 200,000 from March to April, a less-than-usual decline for the period. The seasonally adjusted unemployment rate edged up from 4.7 percent to 4.9 percent in April. Jobless rates for men aged 25 and over and for adult women remained unchanged, whereas the rate for teenagers rose from 13.9 to 15.2 percent between March and April. In April 1964, the unemployment rate was 5.4 percent, and 3.9 million persons were seeking work.

INSURED UNEMPLOYMENT DROPS SEASONALLY

Unemployment insured under State programs moved down by an expected 250,000 from mid-March to 1.5 million in mid-April, then dropped to 1.4 million by the end of the month. All States reported declines. The rate of insured unemployment was 3.5 percent compared with 4.2 percent in mid-April 1964.

NONFARM PAYROLL EMPLOYMENT GAINS

Nonfarm payroll employment, showing mainly seasonal changes from March, increased by 700,000 to 59.5 million in April. Largest gains were in trade (260,000), miscellaneous services (130,000), manufacturing (78,000), and construction (160,000). Floods, tornadoes, and generally unfavorable weather held down the expected April advance in construction.

APRIL FACTORY JOBS 700,000 ABOVE 1964

Factory workers numbered 17.7 million in April, up from 17.0 million a year ago. On a seasonally adjusted basis, April factory employment was the highest in 21 years. About 25,000 of the 78,000 increase in manufacturing employment from March was attributable to settlement of labor disputes in the can industry. Better-than-seasonal developments occurred in transportation equipment, apparel, and electrical equipment, while changes in the remaining industries were small and close to seasonal expectations.

SHARP JOB RISE OVER YEAR

The 2.2 million increase in nonfarm wage and salary employment since April a year ago was unusually sharp. The service sector added 1.4 million jobs, principally in

trade (600,000), State and local government (400,000), and miscellaneous services (300,000). More than 750,000 jobs were added in goods-producing industries. Machinery, electrical equipment, transportation equipment, and construction gained over 100,000 jobs. Widespread, but somewhat smaller, increases in the remaining goods-producing industries were highlighted by 85,000 in primary metals, 70,000 in fabricated metals, 60,000 in apparel, and 30,000 each in textiles, printing, and rubber.

ACCELERATING EMPLOYMENT GROWTH

Gains in total employment averaged 800,000 a year between the first quarters of 1961 and 1963, increased to 1.4 million between 1963 and 1964, and since the first quarter of 1964 have amounted to over 1.6 million. This accelerated upsurge in employment in the past 2 years has made possible a marked reduction in unemployment.

ADULT MEN FIND JOBS

After averaging 4.7 million in the first quarter of 1963, joblessness declined to 4.5 million persons in early 1964 and then to 4.0 million in this year's first quarter. From 5.4 percent a year earlier, the seasonally adjusted unemployment rate fell to 4.8 percent for the first 3 months of 1965, the first quarterly rate below 5 percent since the third quarter of 1957. Men 20 years of age and over accounted for the largest part (300,000) of the reduction in unemployment over the past year. Their 3.5 percent rate in the first 3 months of this year was the lowest since the summer of 1957, when the overall rate of unemployment was close to 4 percent.

Unemployment among men 25 years of age and over also dropped sharply in the past 2 years, with each 10-year age group showing a significant reduction. At the same time, employment for this group rose substantially. Their jobless rate, at 3.1 percent in the first quarter of 1965, was back to the low levels of the 1955-57 expansion and, except for the Korean conflict period, was the lowest rate recorded since World War II.

LONG-TERM UNEMPLOYMENT DOWN

Sustained improvements in the employment situation have brought about appreciable gains for the long-term unemployed worker during the past 3-1/2 years. From a cyclical peak of almost 1.7 million in the third quarter of 1961, long-term unemployment (15 weeks or more) has fallen by about half to 850,000 in the first 3 months of 1965, lower than at any time since the end of 1957 except for the second quarter of 1960. Between the first quarters of 1964 and 1965, long-term joblessness dropped from about a fourth of all unemployed persons to 23 percent, still above the 19 percent recorded in 1957. At 400,000 in early 1965, very long-term joblessness (6 months or more) was the lowest since the first quarter of 1958.

Training Aids Veterans' Job Placement

JOHN MARSHALL
and HUBERT L. REEVES

While the unemployment rate among veterans is below that for nonveterans, the Manpower Development and Training Act is providing significant retraining opportunities for jobless veterans. Retraining programs are assuming particular importance, since veterans, whose average age now is about 46 years, are in the "older worker" category. Successful completion of training, however, contributes substantially to overcoming the job-finding difficulties of such workers, as over 7 of every 10 MDTA graduates obtain employment.

Between the start of MDTA institutional training in September 1962 and the beginning of 1965, about 175,000 unemployed and underemployed workers were enrolled in training courses, of whom about 60 percent were men. Over 25,000 of these trainees were veterans. As a group, they were older, had greater family responsibilities, more work experience but, at the same time, had been unemployed longer prior to enrollment than men trainees as a whole. One of six veterans enrolled in MDTA training was handicapped, a somewhat higher proportion than that for all men trainees 22 years of age and over.

Veterans accounted for 46 percent of all adult men enrolled in the MDTA institutional program through December 31, 1964—almost the same as the proportion of veterans among all men aged 25 years and over in the labor force (47 percent). It might have been expected, however, that there would be a somewhat smaller share of veterans among adult trainees. Veterans have a generally lower unemployment rate, reflecting, in part, the opportunities to improve their education and upgrade their occupational skills provided under the Servicemen's Readjustment Act. Apparently, jobless veterans have been more aware of, and responsive to, available training opportunities than nonveterans, and have taken advantage of the preferential referral to which they are entitled.

John Marshall and Hubert L. Reeves are in the Branch of Training Operations Reports Analysis, U.S. Employment Service.

Many Veteran Trainees Find Jobs

According to preliminary information on trainees enrolled through 1964, 71 percent of the veterans who had completed MDTA training found jobs within 3 months, about the same as all adult men graduates (72 percent). By 6 months after graduation, 82 percent of the veterans and 83 percent of all adult men were employed.

Over half (55 percent) of the veteran MDTA trainees were being trained for skilled jobs. Courses for welder (all types), automobile mechanic, automobile body repairman, and electronics technician had the largest enrollments of veterans.

About one-fifth of all veterans in the MDTA program were being trained for semiskilled occupations, a majority as general machine operators.

Courses for service and semiprofessional and managerial occupations each accounted for about 7 percent of veterans receiving training. Principal service occupations were hotel/restaurant cook, janitor, and nurse aide/orderly. The largest enrollments in the semiprofessional and managerial group were in courses for draftsman, licensed practical nurse, and programer (data processing).

The remaining approximately 10 percent of the veterans in MDTA training were in agricultural and

Over 25,000 veterans had enrolled in MDTA training courses through December 1964.

Characteristics of Adult Men and Veterans Enrolled in MDTA Courses September 1962 Through December 1964

Characteristic	Percent distribution of:	
	All adult male trainees	Veteran trainees
Age:		
22–34	56.6	40.3
35–44	27.1	44.2
45 and over	16.3	15.5
Head of family/household:		
Yes	87.4	92.0
No	12.6	8.0
Dependents:		
Less than 3	50.6	41.7
3 or more	49.4	58.3
Years of gainful employment:		
Less than 10	49.7	23.5
10 or more	50.3	76.5
Unemployment (in weeks):		
Less than 15	58.4	52.2
15 or more	41.6	47.8
Education (in grades):		
8 or less	20.9	18.1
9–11	31.9	32.0
12	39.4	39.7
Over 12	7.8	10.2

Source: U.S. Employment Service based on data from State Employment Services.

clerical and sales courses, primarily general farmer, tree pruner, gardener/groundskeeper, farm machinery operator, stenographer, clerk-typist, salesman, and general office clerk.

Pennsylvania Leads in Training Veterans

Forty-nine percent of all veterans in the MDTA institutional program were in eight States. Pennsylvania, with 3,200 had the largest number of veteran trainees and New York ranked second with 1,600. Six States—California, Illinois, Kentucky, Massachusetts, Michigan, and Ohio—each reported between 1,000 and 1,400 veterans in MDTA training courses.

Veteran Trainee Characteristics

Veterans enrolled in MDTA training were older than adult men trainees as a whole. About 60 percent of the veterans, though only approximately 43 percent of all adult men trainees, were 35 years of age and over. As of the end of 1964, the average age of all American war veterans was about 46 years.

Because veteran trainees as a group are somewhat older than all adult men in the MDTA institutional program, they have a higher percentage of family and household heads, with more having three or more dependents than all adult men in training.

More than three-fourths of the veterans, but only about half of all adult men, in MDTA training had 10 or more years of work experience prior to entering the program. Nearly 50 percent of the veteran trainees were long-term unemployed (15 weeks or longer), whereas slightly over 40 percent of all adult male trainees were in this category.

Veteran trainees were somewhat better educated than adult men

(*Continued on page 38*)

Working With Vet Organizations

(*Continued from page 10*)

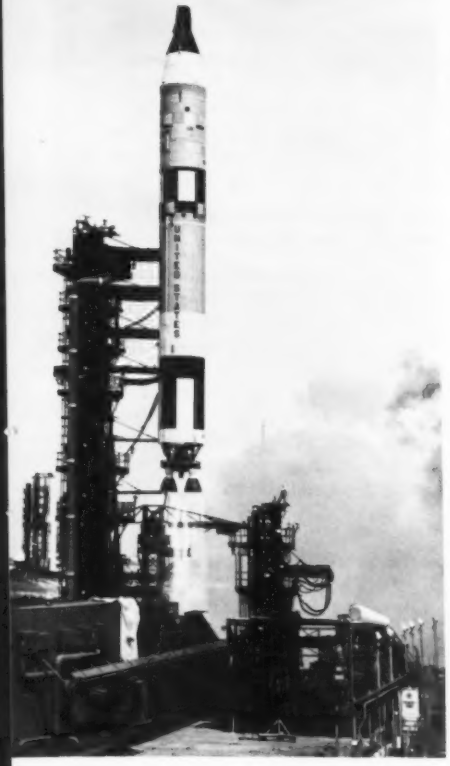
the local offices with State ES, VES, and DAV officials in attendance.

To climax NEPH Week, the DAV sponsors a banquet to honor the prize winners of the poster contest. This banquet is usually held in a large downtown hotel where leaders of management, labor, veterans organizations, civic groups, and government agencies are among the 700 to 800 persons present.

A statewide LVER Conference is another excellent opportunity to bring the veterans organizations and the State ES and VES personnel together. On such occasions, commanders, rehabilitation chairmen, employment chairmen, and service officers of the veterans organizations are invited to participate. Two years ago, the Governor addressed the conference. These conferences have been held only occasionally, but we have recommended that they be held annually.

The State Employment Service has recommended that each local VER participate in the activities of the veterans organizations in his area. In our local office visits and evaluations, we encourage LVER's to take an active part with the veterans organizations, serve as post or district employment committee chairmen, delegates to the department conventions, etc., thus participating directly with the veterans organization and becoming more familiar with the entire program.

In March 1965, a luncheon was held honoring Samuel C. Bernstein, Employment Security Administrator, for his 30 years of service. Some 1,600 persons were in attendance, including the Governor, mayor of Chicago, and all elected State officials, representatives of labor, management, etc. At this luncheon, Mr. Bernstein was presented with National and State citations by the veterans organizations. Veterans organizations in Illinois were prominently identified with this affair, which illustrates the close cooperation between the State employment security agencies and veterans organizations.



Project Gemini.

Aerospace Employment Declines

ERNEST F. SCHROEDER

Aerospace employment in 1964 declined sharply for the first time since the initial Employment Service survey of the industry in 1958, dropping nearly 7 percent to 1,103,000 over the year ended last August. The decline was mostly in the missile segment, which had 65,500, or 8.5 percent, fewer workers than in August 1963. However, missile and space vehicle employment, both within and outside the aircraft industry, totaled 705,000, while the number of workers engaged in the development and production of manned aircraft was estimated at 453,700 for August 1964.

Missile Decline Centered in Three Industries

About 90 percent of the losses in the Nation's missile and space vehicle work force were in ordnance; electrical machinery, equipment, and supplies; and aircraft and parts, which together employ two out of every three missile and space vehicle workers. The electrical machinery group had the largest loss—over 30,000, or 44 percent, of the total decline, mostly in firms primarily manufacturing electrical communication equipment and parts.

Of the three industry groups, aircraft is the only one which has had a declining share of the missile work force. One out of five missile and space vehicle workers was in the aircraft industry in August 1964, down from one out of every four in August 1961.

Increases of 1,400 each among firms engaged in commercial as well as in nonprofit research and development activities were not surprising in view of the increased emphasis given to development work in recent years. Employment growth in these groups is evidenced by increases of 42 percent and 64 percent between August 1961 and August 1964, compared with the 25 percent advance in overall missile and spacecraft employment.

Layoffs Heaviest in the West and Northeast

The impact of the sharp downswing in missile and space vehicle employment was most pronounced in the West and Northeast, where over-the-year losses were 38,700 and 24,200, or 9.7 percent and 16.4 percent. The North Central region's missile and space vehicle employment also declined 6,000, or 6.5 percent, whereas the South gained 3,300 workers, or 2.3 percent.

Most of the West's decline was in California (19,100), Washington and Utah (5,400). Losses in the Northeast were concentrated in Pennsylvania (9,500), Massachusetts (8,100), and New Jersey (4,600); in the North Central region, principally in Missouri (2,700), Minnesota (2,000), and Ohio (1,700). The South's overall gain resulted primarily from increases in Louisiana (3,600), Oklahoma (2,600), and Florida (1,200).

Reflecting regional shifts in recent years, the Northeast employed roughly 18 percent of all missile and space vehicle workers in August 1964, compared with 21 percent in August 1962. The South's share of the work force reversed, with 21 percent in August 1964 compared with 18 percent in August 1962. The West is still the leading missile and space vehicle region, however, accounting for close to 51 percent of the Nation's missile workers in August 1964 as in August 1962. North Central States retained about 11 percent of the missile employment.

Declines in Most Missile Centers

Seven out of ten missile and space vehicle workers were employed in 27 of the country's 150 major labor areas, as of August 1964. For the 27

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This article is a condensation of Industry Manpower Survey No. 112, the sixth in a series on the "aerospace" industry, which is commonly considered to encompass the missile, space vehicle, and aircraft fields. This latest survey covers reports from 673 establishments gathered in August 1964 by local offices of State Employment Services affiliated with the U.S. Employment Service. Copies of the full report and of other Industry Manpower Surveys are available on request to Branch of Skill and Industry Surveys, U.S. Employment Service, U.S. Department of Labor, Washington, D.C., 20210.

areas, the net over-the-year employment loss totaled 53,000, or 10 percent. All but six areas—Akron, Buffalo, Milwaukee, New Orleans, Phoenix, and San Bernardino-Riverside-Ontario—had fewer employed missile and space vehicle workers in August 1964 than a year earlier.

Los Angeles-Long Beach continued as the Nation's leading missile and space center. Despite overall missile employment losses over the year, the area's share increased slightly from 25 percent to 27 percent. Three additional areas in California for which employment can be reported separately—San Bernardino-Riverside-Ontario, San Diego, and San Jose—accounted for 69,000 workers. When combined with Los Angeles-Long Beach, the four areas employed over 36 percent of all missile and space vehicle workers in August 1964, a slightly smaller proportion than in August 1963. Other ranking missile and space vehicle centers are Boston, Dayton, New York, Philadelphia, Sacramento, and Seattle.

Where missile employment represents a significant segment of the area's work force, variations in such employment can have a considerable impact on the local economy and job opportunities. Among the 27 areas, the highest concentration of missile employment was in San Jose, with 13 percent of its wage and salary workers engaged in some type of missile and space vehicle activity. Other areas having a significant proportion of missile and space vehicle workers (from 6 to 10 percent) were Dayton, Lawrence-Haverhill, Los Angeles-Long Beach, Sacramento, San Bernardino-Riverside-Ontario, San Diego, and Seattle. Four of these which were areas classified as having substantial unemployment in August 1964—Lawrence-Haverhill, San Diego, San Jose, and Seattle—reported significant over-the-year employment declines in missile activities. Partly as a result of further layoffs in aerospace plants, three of these areas were classified as having substantial unemployment as of April 1965. Seattle moved to a classification of moderate unemployment at that time because of a general pickup in other industries in the area.

Missile Job Losses in Aircraft Plants

The decline in employment in aircraft plants over the year ending August 1964 was accentuated by heavy job losses in the missile and space vehicle segment of the industry. Nationwide, employment in surveyed aircraft plants, including both manned aircraft and missile and space vehicles activities, declined about 6 percent, to 536,600. However, in manned aircraft activities alone, employment declined only 3.8 percent to 397,800, compared with the almost 13 percent drop in the missile and space vehicle segment to 138,800.

Eighteen of the Nation's twenty-three principal aircraft centers had losses over the year ending August 1964, while five had gains—Atlanta, Fort Worth, Phoenix, St. Louis, and Wichita.

Information becoming available after the latest survey shows additional layoffs up to April 1965 in the four principal aircraft labor areas classified as having substantial unemployment in August 1964 (Paterson-Clifton-Passaic, Philadelphia, San Diego, Seattle). All areas except San Diego had moved into the moderate unemployment category by April 1965. Of the 19 remaining important centers, between August and April 1965, aircraft layoffs, were reported in 11: Boston, Bridgeport, Buffalo, Cincinnati, Cleveland, Columbus, Dallas, Fort Worth, Sacramento, Salt Lake City, and St. Louis.

Labor Shortages Reported

Despite the employment decline, approximately half of all aerospace establishments reported occupational shortages at the time of the survey. Reasons for the shortages—even in areas where heavy layoffs occurred—included job specifications requiring lengthy training and experience considered essential to proper job performance in a particular occupation.

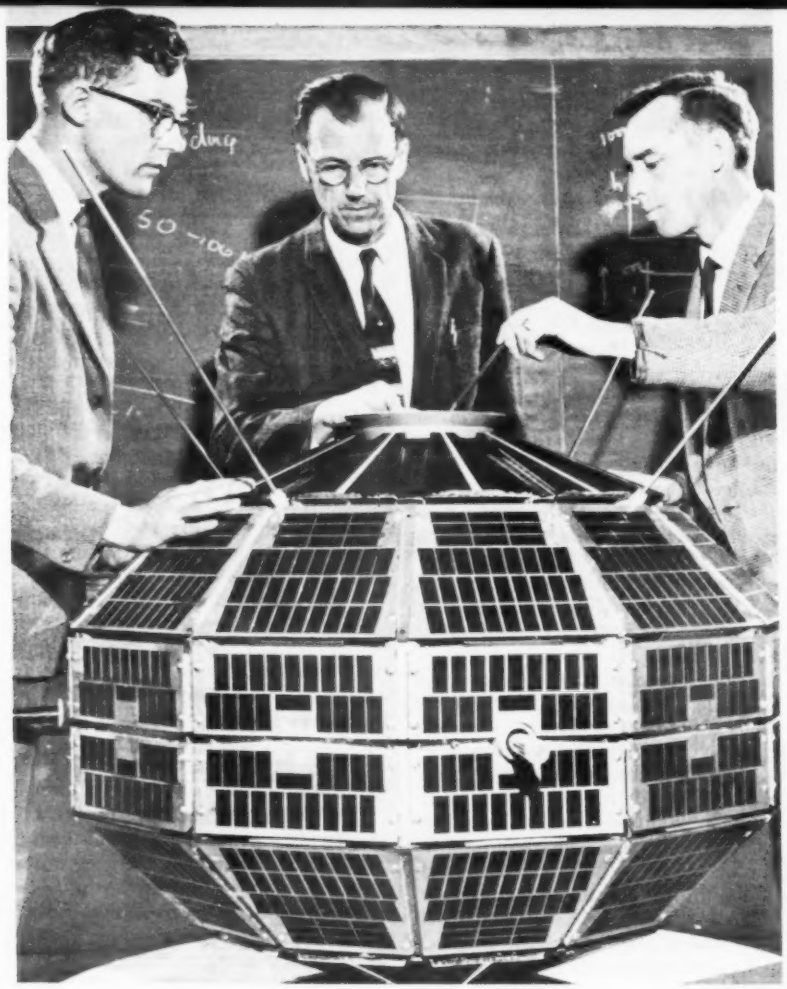
A third of all firms—mostly in the Los Angeles-Long Beach, New York, Philadelphia, and San Bernardino-Riverside areas—reported shortages of engineers, primarily electrical, mechanical, and aeronautical. Skilled occupations most commonly and widely in short supply were machinist, draftsman, tool and die maker, and electronic technician. About a seventh of all firms reporting a shortage of machinists were in the Los Angeles-Long Beach area.

Employment Service Helps Industry and Workers

The public Employment Service is providing a number of services to assist the industry in meeting its manpower needs as well as to aid displaced workers. These services cover a broad spectrum of activities, including interarea recruitment, counseling, testing, placement, initiation of training programs, and research designed to maximize the use of skills of displaced workers.

One firm arranged for the local public Employment Service to screen all of its hourly wage workers as its main source of recruiting new workers. Another firm arranged for the Employment Service to test and recruit most of its production workers. For another firm's entry applicants, the local employment office administered a specific aptitude test battery it previously designed after thorough job analysis and test trial. Still another firm entered into an agreement for the local office to test typists, stenographers, electronic conduit installers, welders, assembly mechanics, and other workers. Also, master orders were provided for certain recurrent job openings. In a Western State, the Employment Service conducted an intensive local survey for a firm before it located in the area. In another instance, a survey on an Indian reservation was undertaken to test and recruit women as production workers for a nearby firm.

Also in the West, in a small area severely hit by recent cutbacks due to completion of a firm's missile contract, local office personnel have been meeting with the laid-off workers to provide them with job information and arrange interviews with recruiters from firms outside the area. Job applications of these workers were also placed in the Employment Service interarea recruitment system. To aid in the jobfinding, the firm installed a direct line to the local public employment office which is tied in to



NASA photos.

Canadian scientists check a model of Canada's Alouette satellite which will determine ionospheric density.

its nationwide telephone network. This arrangement is particularly effective, since it permits on-the-spot discussion between the prospective employer and employee.

State agencies are also conducting research on the characteristics of displaced aerospace industry workers and the transferability of their skills to other jobs. For example, the State of Washington's employment security agency, under contract with the Department of Defense and U.S. Arms Control and Disarmament Agency, is studying the effect of the cancellation of the Dyna-Soar contract on employees in Seattle. Similarly, the Division of Employment of the New York State Department of Labor is undertaking a study of employees laid off by an aircraft firm in the Nassau-Suffolk area.

Training programs established under the Manpower Development and Training Act (MDTA) continue to fill shortages in aerospace and related jobs. For example, Huntsville, Ala., workers were trained as draftsmen for shortages in aerospace jobs. In Phoenix, MDTA graduates in electronic assembly and machine-shop courses were recruited by local aerospace firms. Other aerospace firms in such States as Louisiana, Indiana, Missouri, Ohio, Texas, and Washington have also recruited or are planning to hire workers who have received MDTA training.

"Skills Unlimited"

(*Continued from page 23*)

ance to learn how the program could be improved. Their suggestions were considered by a "critique" committee which met 2 weeks after the briefing. Suggestions to be adopted are:

1. If possible, pass out kits in advance.
2. Use less time on formal talks and more slides at the session.
3. Use a retired military man who had developed a second career as a speaker.
4. Prepare in advance answers to questions usually asked at these sessions.

The spring briefing session probably will pick up the "Career Day" idea and make available representatives of various occupational fields and other agencies who can discuss complete details of a program; e.g., a career in transportation, in the insurance field, how to become associated with State and local government, or how to start a small business.

During the 90-day followup period, a letter will be sent to those who attended the briefing to determine which men want the Phase II, Individual Counseling, to be given while they are still on active duty. After Phase II, those who want further service will be given introduction cards to local ES offices in the area where they will reside.

Some of the retirees who expected to be released at Hancock Air Base have been channeled to other bases. However, the members of Skills Unlimited believe their work was worthwhile, since some of the literature and ideas developed for the program are to be used at other military installations in New York State.

When recently reviewing colored slides prepared for the next briefing session, the Area Director, Division of Employment, whose offices are in Syracuse, said, "Certainly this program has shown what can be done by local community effort. The Committee's time and imagination and support of local community groups have launched a program that can aid thousands of military retirees start on their second career in the shortest period of time."

With ES Help . . .

For Many It Is Not Too Late

WILEY D. McDOUGALD

The Smaller Communities program of the local ES offices furnishes action and strong support in helping small communities reverse the trend toward becoming ghost towns.

Across the face of America today thousands of smaller communities are struggling for survival in the midst of a booming economy. In many ways, they are victims of forces toward urban concentration that are almost beyond their control, though some are making heroic efforts to overcome these forces. Their problem is the rapid and unabating loss of people to the crowded cities, mainly because of the lack of local job opportunities.

Communities need people if they are to provide the kind of physical, educational, and cultural facilities American families have come to expect; and people need jobs. Without people, churches are abandoned, bank deposits drop, payrolls shrink, public education standards often suffer, transportation services are curtailed, defeatism sets in, and industry, which also needs people to assure an adequate labor supply, goes elsewhere with the jobs that could have made thriving American communities of many nearly abandoned towns.

With its formerly agriculture-oriented economy now rapidly industrializing, Texas has numerous smaller counties whose future is threatened by rapid urbanization of the State's population. Between 1950 and 1960, nearly three-fifths of the 254 counties in Texas lost population while the State as a whole gained 1,868,500 residents for an increase of 25 percent.

Wiley D. McDougald is Placement Specialist in the Texas Employment Commission.

For some communities, it is too late for help. In many small communities, hope is dead, and pleas for public support of efforts to develop jobs go unheeded. For lack of vision 10 and 20 years ago, the young have moved away and the old are dying off.

In other communities, however, it is not too late. The resources and leadership for constructive effort are still at hand. In Texas, some rural counties are doing something about their plight, using the public employment services provided by a mobile team of the Smaller Communities program as a basic weapon in their struggle.

Cass County in east Texas was among 50 counties which lost population between 1950 and 1959 and continued this trend into the new decade. It is also among those counties which have called on the Texas Employment Commission for help in reversing this trend.

In July 1962, the Commission had decided to make available to smaller Texas counties the Smaller Communities program established by the Department of Labor's Bureau of Employment Security for optional use by the States. This brings the services of a mobile team of TEC personnel to a county desiring help for its people and an analysis of its natural and human resources as well as its transportation, recreational, cultural, financial, and physical facilities to be used for economic and industrial planning.

The Economic Base Report, the team's published report, also describes the geography and climatic conditions of the county, evaluates production site possibilities and power resources, and defines its present and potential strength as a market. In effect, the report is *an inventory of a particular county's total resources,* including most of the information a company seeking a location would need to know about the area. Though much of the information it contains can be obtained from other scattered sources or by direct observation, the human resources inventory portion depends heavily upon public participation for its success.

In 1963, Cass County formally requested a study by the Smaller Communities team. The county population had dropped from 33,500 in 1940 to 23,500 in 1960, and the proportion of those over 45 years of age had risen from 20 to 35 percent. TEC personnel believe that this kind of study is a most important function, and the team moved into Cass County with a great deal of enthusiasm in November 1963.

The team consisted of an employment counselor (who was the team supervisor), a labor area analyst, and three employment interviewers. They set up an office in Atlanta, Tex., in space provided rent free by the sponsoring organization and immediately hired six local persons as temporary interviewers and two as clerks. These local people brought an understanding of local conditions to the team and helped to ensure community acceptance and cooperation.

A special 15-member committee representing all parts of the county was formed to support the program and coordinate local group efforts. The manager of the Agricultural Stabilization and Conservation Service acted as chairman, and all members helped to activate the program by contacts with other area leaders.

A publicity campaign designed primarily to get residents age 16 and over to register with the team was initiated immediately. The campaign included radio news and public service spot announcements, newspaper releases, and a television appearance by the team supervisor. He also appeared before fraternal organizations, civic groups, ladies' social groups, home demonstration groups, and farm groups. The county agent and home demonstration agent were extremely helpful in arranging group contacts.

The Chambers of Commerce of Atlanta, Linden, and Hughes Springs

TEC has only one Smaller Communities team operating in the State. To date this team has surveyed nine counties, with three small counties grouped into one report. The first county surveyed was McCullough; the report was completed in 1962. In a recent letter, the Chamber of Commerce manager in the county seat town of Brady, wrote, "We use this report almost every day. . . . Its greatest help to us has been in awakening our own citizens. It showed us where we had been, where we were, and where we were going unless we did something to change the trend."

Though no new industries have come to Brady, additions have been made to two already there. The population has grown by 800, a new sewer plant and a water distribution system have been completed, and a $600,000 school improvement program is now in process.

"We feel that these improvements have been brought about in a measure by the report that was made by the mobile team," the Chamber of Commerce manager wrote.

encouraged cooperation at every opportunity. Lions Clubs in these cities and Bloomberg gave very active support to the program. Leaflets explaining the program were distributed throughout the county. The schools cooperated by allowing all students age 16 and over to register. The Cass County Overall Economic Development Plan Committee, which had prepared an OED plan in December 1962 under the Area Redevelopment Act, strongly endorsed the program.

The chief purpose of the concentrated publicity effort was to get residents to register with the team in order to make the human skills inventory section of the report as complete as possible. But the registration of residents got off to a slow start. Inclement weather, the assassination of President Kennedy, and the Christmas season were all contributing factors.

In January 1964, the program gained momentum with the aid of a telephone campaign by volunteers in Hughes Springs, a vigorous mailing campaign into the county by the Texarkana TEC office, and special sessions arranged by community leaders in all parts of the county, sometimes in the evening or on Saturday. Wherever an event promised to draw a crowd, such as a stock show or sports event, the team set up a booth and registered people on the spot.

These efforts resulted in a total registration of 1,291 residents. Of these, 61.5 percent took the GENERAL APTITUDE TEST BATTERY and 42.8 percent were counseled. *Thus interviewing, testing, and counseling services were brought to Cass County residents for the first time by TEC.* The result was a human skills inventory which was to become a major factor in an apparel company's decision to bring into Cass County a payroll that will reach a half million dollars per year by mid-1965.

In the fall of 1964, an apparel firm with headquarters in Greenville, Tex., and a branch plant in Lexington, Miss., sought a location somewhere between the two existing facilities. An adequate supply of seamstresses would be a deciding factor in its choice of a location.

The company's final choice lay between Atlanta, in Cass County, and two other Texas communities. The TEC Smaller Communities survey indicated that 317 female workers in Cass County showed potential skill in "manipulative work." This meant that many of them could be easily trained as seamstresses and for other manual skills needed in manufacturing apparel. Since the company would need 200 seamstresses within a year, this concrete evidence of an adequate labor supply led to the company's choice of Atlanta for its new plant. Both company officials and community leaders have confirmed this fact.

The female workers of Cass County who were interviewed and classified by the TEC team had first chance at the jobs, since their application cards had been placed on file at the Texarkana TEC office upon completion of the survey and were immediately available for selection.

Other companies seeking a location for an industry can also use the TEC's Cass County Economic Base Report to good advantage. They will find, for example, that 217 residents of Cass County have either experience or potential skill as machinists, drill press operators, etc.; 106 as technical workers such as lab technicians, biochemists, nurses, etc.; 302 as electrical, structural, or bench craftsmen; and varying numbers in other skills. *For the first time, Cass County has an inventory of its most important asset, the skills of its people.*

The president of the Atlanta Chamber of Commerce believes the report "will point us in the direction of our greatest assets. Since Cass County doesn't have the resources, or the talent, to make this type of economic survey without the help of this mobile team, industry would pass us by for lack of pertinent facts."

In promoting educational improvement at all levels in Texas, the Governor repeatedly has said that an adequate skilled labor supply is as important as tax rates and other factors in the location of industry. Cass County's exprience is a concrete example of this fact. Communities need people, people need jobs, and the jobs must go where the people are who can do them.

RESTORATION AND EMPLOYMENT

(*Continued from page 7*)

into the following categories: Cardiovascular disease, respiratory disease, orthopedic problems, and neuropsychiatric problems. In spite of the serious nature of some of these handicaps, between July 1964 and March 1965, the Veterans Employment Representatives of the Illinois State Employment Service placed 41 veterans from the Center in full-time employment and 63 in part-time jobs. It is doubtful that some of these veterans would have been able to obtain any kind of employment without the enthusiastic and personalized service offered by the Veterans Employment Representatives.

We hope that we have contributed to the success of this program by keeping in personal touch with the Veterans Employment Representative, and we will continue to offer every assistance for the further success of this program.

Improving Local Office Services to Veterans

EDWARD C. LOGSDON

The veterans program in the Texas Employment Commission is not separated from other functions but is a part of the total local program. Through a Veterans Employment Representative's analyses of activities, through regular and special reports and observations, areas are identified that need to be strengthened. This information is passed on to management by the VER. In preparing the Management Plan for each local office, a statement of existing conditions is made, the problems are identified, reasonable objectives are established, and the methods for solving each problem are stated in detail. A period of time is designated which would be considered sufficient to correct the situation without decreasing the efficiency of overall operations. Lines of responsibility are set up to insure the effectiveness of the program. The plan is reviewed at specified intervals, and, when need arises, modifications to the plan are initiated immediately.

Edward C. Logsdon is District Director, Texas Employment Commission.

Our experience in implementing this plan has been most encouraging. It is simple enough to be initiated and executed without difficulty. The time element, which is important to all operations, is reasonable in effecting the plan. There is sufficient flexibility and latitude to meet the needs of any size operation from our largest to smallest office. It has been our experience that a system of checks must be interwoven into the plan which will indicate whether the planned action is accomplishing its purpose. Thus, it is a tool which has been effective in providing maximum reasonable service to veterans.

The following steps may enable any local office to attain maximum service to veterans. (1) Recognize and define problems in the field of service to veterans; (2) establish reasonable objectives; (3) have a "plan of action"; (4) execute the program to effect the purpose; and (5) devise a means for periodical measurement and evaluation of the service and any adjustments that are necessary.

Office Management Plan—Veterans Services Fiscal Year 1966

Statement of Facts and Problems:

Reviews and evaluations have shown inconsistencies, deficiencies, and weaknesses in the preparation of veterans' applications and in the inclusion of qualified veterans in the selection process.

Objectives:

To improve all veterans services in general and veterans placements in particular. Attempt to bring each reportable activity to at least the State average.

Plan of Action:	*Date to be initiated*	*Date to be completed*
1. Management will inform all employees of the problems, the plan, and objectives.	7– 1–65	7–15–65
2. The office manager will give refresher training to the VER in his duties in meeting the objectives.	7–10–65	7–11–65
3. All application and placement personnel will be given training on the veteran preference and handicapped programs. This will be conducted by the District Trainer and the VER.	7–18–65	7–19–65
4. The VER will make a *daily* check on all new veteran applications to assure proper coding and all possible use of additional classifications.	7– 1–65	Continuous
5. A daily check will be made by the VER of all open orders to determine if qualified veterans are included in the selection.	7– 1–65	Continuous
6. Daily radio programs will be utilized to promote job openings as well as to attract qualified applicants. This will be handled by the Employer Service Representative.	7– 1–65	Continuous
7. Statistical data and evaluations (daily and monthly) will be kept by the VER and reviewed continuously by the manager.	7– 1–65	Continuous
8. The VER is responsible to the office manager for carrying out the Plan of Action. The office manager will bring all other personnel into the spirit and actions of the Plan.	7– 1–65	Continuous
9. Performance evaluations will be conducted by management to determine the need for modifications that might be necessary to strengthen the plan in order to bring it to a successful accomplishment by the end of the fiscal year.	10– 1–65 1– 1–65 4– 1–66	6–30–66

Training Activities

(*Continued from page 32*)

trainees as a whole, some 50 percent having a high school education or better compared with about 47 percent of the adult men trainees. On the other end of the scale, some 21 percent of the adult male trainees had no more than an eighth grade education, whereas 18 percent of the veterans were in this category. The proportion of adult male trainees with no more than an eighth grade education was nearly double that of a year earlier (about one-third greater for veterans), reflecting increasing success in extending MDTA training to educationally disadvantaged groups.

Programs to Provide Farm Labor

FARM LABOR

For about a quarter of a century, the Federal Government helped American farmers obtain workers from foreign countries to assist in meeting peak seasonal labor demands because of the contention that sufficient American labor was not available to do the job.

The first challenge to this contention came last year when the Congress, in response to growing public sentiment, declined to extend Public Law 78, the legislation establishing the Mexican labor program, and allowed it to come to an end on December 31, 1964.

Then on December 13, 1964, Secretary of Labor W. Willard Wirtz ordered a massive Federal-State recruitment drive to fill 1965's seasonal agricultural jobs with U.S. workers. About 200,000 of these jobs had been filled by foreign workers in 1964, mostly from Mexico, but also from the British West Indies, Canada, Japan, and the Philippine Islands.

Finally, Secretary Wirtz announced on December 19, 1964, that limited numbers of foreign workers could be approved for admission during 1965 under the McCarran-Walter Act (P.L. 414). However, they could be used only by those farm employers who (1) made satisfactory efforts to recruit U.S. workers and (2) who met specified criteria for wages and working and living conditions.

The magnitude of the task of implementing the new policy can be roughly approximated from the 1964 experience with foreign labor. In the summer quarter of 1964, the peak was reached in 13 of the 29 States using foreign labor. Nearly all of the remaining 16 States used some foreign workers during the summer.

As shown in the accompanying table, the greatest concentrations of foreign labor during the summer quarter were in the California tomato and lettuce harvests, the Michigan pickling-cucumber harvest, the Texas cotton cultivation and harvest, and the Maine potato harvest. Substantial numbers of foreign workers were also used for strawberries, citrus fruits, sugar beets, and melons, but they were being released from these activities after the spring peak needs had been met. A few thousand foreign workers were brought in during the summer for the California grape harvest, the Virginia-West Virginia apple harvest, and Florida sugarcane cultivation. Aside from cotton, lettuce, sugarcane, and the new citrus crop, work was "over the hump" for all these activities by the time the fall quarter began.

Forecasts of future labor needs are, at best, far from precise. Labor demand is affected by crop size, weather and market conditions, and changes in production practices. It is likely that the introduction of new machinery and other labor-saving devices will continue to cut down labor requirements for cotton cultivation and harvesting and potato harvesting this year. The problem of recruiting workers for California tomatoes will be somewhat alleviated by an acreage reduction, estimated at 23 percent by the U.S. Department of Agriculture. California's decrease will be partially offset by acreage increases in a majority of those States which have relied primarily on domestic labor to pick tomatoes.

A similar shift in acreage is in pros-

Youth recruitment is being emphasized in many areas of the Nation.

Peak Foreign-Worker Empoyment for the Summer Quarter of 1964 By Selected Crops and States

Crop and State	Quarterly peak foreign-worker employment [1]			Planted acreage	
	Date	Number	Percent of total seasonal employment	1965 [3] (000's)	Percent change from 1964
All crops:					
United States	Sept. 15	[2] 92,800	9	.....	.....
California	Sept. 15	[2] 63,900	28	.....	.....
Michigan	Aug. 15	[2] 12,800	20	.....	.....
Texas	Aug. 31	10,400	7	.....	.....
Maine	Sept. 30	[2] 7,000	22	.....	.....
Tomatoes:					
United States	Sept. 15	[2] 39,200	39	[4] 243.6	−10
California	Sept. 15	[2] 38,100	86	[4] 110.0	−23
Cucumbers:					
United States	Aug. 15	[2] 18,800	50	[4] 110.9	−6
Michigan	Aug. 15	[2] 12,800	79	[4] 16.0	−35
Texas	Aug. 31	[2] 2,700	71	[4] 6.7	+26
Colorado	Aug. 31	[2] 1,600	83	[4] 1.4	−39
Cotton:					
United States	July 15	9,000	5	14,294	−4
Texas	Sept. 30	5,400	11	5,900	−5
Arkansas	July 15	3,600	12	1,265	−1
Lettuce:					
United States	Sept. 30	7,000	62	INA	INA
California	Sept. 15	4,700	86	INA	INA
Arizona	Sept. 30	2,100	46	INA	INA
Potatoes:					
United States	Sept. 30	[2] 6,700	9	[5 6] 1,390.7	+6
Maine	Sept. 30	[2] 6,600	22	[5] 151.0	+4

[1] For the period July 15 through Sept. 30, 1964.
[2] This was also the annual peak.
[3] Based on planting intentions reported to the USDA.
[4] Acreage for processing.
[5] Late summer and fall Irish potatoes.
[6] Includes sweet potatoes.
INA = Information not available.
Sources: Inseason farm labor reports of the Bureau of Employment Security and crop reports of the U.S. Department of Agriculture.

pect for the pickle crop. North Carolina, which has never used foreign labor, plans to raise its pickle acreage from 20,700 in 1964 to 22,000 in 1965, to become the foremost pickle-producing State and supplanting Michigan, which is planning to reduce acreage from 24,600 to 16,000. Last year, Michigan pickle growers obtained more than three-fourths of their seasonal workers from Mexico.

What is currently being done to assist the American farmer in meeting his labor needs in 1965?

First, emphasis is continuing upon full utilization of local workers. Many qualified agricultural workers are underemployed in areas with a heavy demand for farm labor. Hopefully, by publicizing worker availability through Employment Service channels, additional employment opportunities in agriculture will be found. State agencies are being encouraged to explore increased use of day-haul programs to improve the availability of farm-workers for jobs within commuting distance.

Second, special recruitment teams composed of Federal and State farm labor specialists have been established to solicit job orders and recruit workers for areas of high labor demand. Satisfactory results have been reported thus far this year in Arizona, California, and Florida.

Finally, recruitment of special groups of workers for seasonal agricultural employment is being emphasized. Programs for recruitment of Puerto Rican contract workers, for reservation Indians, and for teenagers and young adults have been intensified, and new ones developed. An example is the "A-TEAM" (Athletes in Temporary Employment as Agricultural Manpower), a special program for high school athletes who want summer work.

These are the tools available to the public ES representative. Their effectiveness will be determined by the extent to which qualified workers make themselves available and by whether employers of seasonal farm labor strive to make working and living conditions more attractive than they have been in the past.

Employer Relations

(*Continued from page 2*)

Service can gain from the experience in consumer market research, sales operations analyses, and sales promotion activities carried on in private enterprise. It is hardly reasonable to expend energy to obtain new employer accounts when existing accounts are being poorly serviced. At the same time it is necessary, as characteristics of job markets change, to initiate actively major campaigns to bring in new employer accounts.

It is becoming increasingly apparent that many local employment offices are now contending with an inadequate labor supply in many occupations. Some ES offices take the position that more job orders are not needed since they are not filling those they hold. Often these offices fail to acquaint employers with the tightening of the job market or the need for modifying hiring specifications which are overly rigid and exacting. The need for intensified and close supervision and management within and outside the local office is particularly great under these circumstances.

The employer service program will advance best when it is related to the realities of the job market and the capabilities of the local office. In turn, the local office must be continuously assessing its manpower operations against the changing requirements of the job market. Adapting operations to needs is an essential part of the implementation of an active manpower policy.

Factory Placements Expand Again in March

Local Employment Service offices made 491,100 placements of persons in nonfarm jobs in March—16.5 percent more than in February and 2.7 percent more than in March a year ago. While placements have increased in recent months, the first quarter total of 1,330,200 was about 4,000 below the same period of 1964.

The 265,500 job openings remaining unfilled at the end of March were the highest for the month since 1953. As reported in past months, many openings, particularly for professional and skilled workers, could not be filled because of lack of qualified applicants.

Continuing their upward swing of recent months, placements of youths under age 22 advanced 11.2 percent over February. At 113,200 in March, the 15.2 percent over-the-year rise exceeded by far the gains in total placements. Even greater over-the-month and over-the-year increases occurred in placements of young men—16.7 and 19.5 percent, respectively. At the same time, youth unemployment fell 7.2 percent from a year ago, while employment of youths moved up 4.3 percent.

Thirty-five States reported higher placements in March than in the year before, with the largest increase in Michigan of 4,300, or 34.8 percent. Accounting for a third of the national over-the-year gain, Michigan reported that its large placement rises in February and March over the year earlier resulted from the continued upsurge in automobile production. With an output of 9 million cars expected in 1965 compared with 7.7 million in 1964, automobile manufacturers have exhausted callback lists. They are now using the Employment Service as their main source of new hires, both for newly created or reactivated jobs and for replacements resulting from turnover. Strength in the Michigan economy was also responsible for a gain from a year ago of 2,000 jobs in service industries (both household and nonhousehold).

Placements by Industry and Occupation

Gains were posted over the month in placements in all industries and in all occupations except clerical-sales, which showed virtually no change. Largest increases from February among industries were 28,800, or 17.9 percent, in services and 17,300, or 17.0 percent, in manufacturing. Among the major occupational groups, the largest gains were 27,900, or 21.1 percent, in the unskilled occupations and 24,600, or 21.5 percent, in the service category.

Over the year, placements increased in all industries except construction and services. The largest volume and percentage pickup was in manufacturing—15,900, or 15.5 percent. A large part of the factory increase occurred in the transportation equipment and metals industries because of continuing high production in the automobile and other hard goods industries. Among occupations, large gains were recorded in placements of unskilled workers—12,600, or 10 percent—and semiskilled workers—8,600, or 13.2 percent—reflecting increased factory hiring through State Employment Services. Placements of professional workers also rose 8.5 percent over the year, concentrated in New York and Pennsylvania.

In the 56 largest Standard Metro-

Nonfarm Placements in the United States [1] and in 56 Largest Metropolitan Areas [2] by Occupation and Industry, March 1965

Occupation and industry	Placements				Percent distribution	
	United States		56 areas			
	Total	Percent change from year ago	Total	Percent change from year ago	Total United States	56 areas
Total [3]	491,100	+2.7	252,900	+2.3	100.0	100.0
Occupation:						
Professional and managerial	21,900	+8.5	16,600	+10.2	4.5	6.6
Clerical and sales	70,300	−4.5	37,000	−2.7	14.3	14.6
Service	159,900	−3.1	89,000	−4.9	32.6	35.2
Skilled	26,200	−5.6	12,600	−10.5	5.3	5.0
Semiskilled	74,100	+13.2	33,400	+13.1	15.1	13.2
Unskilled and other	138,800	+10.0	64,300	+12.7	28.3	25.4
Industry:						
Construction	30,400	−3.0	10,300	−8.1	6.2	4.1
Manufacturing	118,900	+15.5	57,500	+16.0	24.2	22.7
Durable goods	60,200	+19.9	29,800	+18.2	12.3	11.8
Nondurable goods	58,700	+11.2	27,700	+13.6	12.0	11.0
Public utilities	16,600	+9.5	7,100	+23.3	3.4	2.8
Trade	109,900	+0.7	54,100	+1.4	22.4	21.4
Services	189,800	−2.7	112,800	−2.9	38.7	44.6
Nonhousehold	87,200	+1.5	54,300	+3.3	17.8	21.5
Household	102,700	−6.0	58,500	−8.1	20.9	23.1
Government	13,000	+3.9	5,300	−10.3	2.6	2.1
Other	12,500	+4.3	5,900	+10.8	2.5	2.3

[1] Includes Puerto Rico, Guam, and the Virgin Islands.

[2] Beginning with the February 1965 report, data for the major SMSA's are for 56 areas with a 1960 population of 500,000 or more reflecting the 1964 revisions in the definition of some of these areas by the Bureau of the Budget.

[3] Items may not add to total due to rounding.

politan Statistical Areas, some 252,900 placements were made in March in nonfarm jobs, an increase of 15.3 percent over the month and 2.3 percent over the year—both slightly smaller than the national gains. Placements in all the major occupational and industry groups except clerical-sales and government rose in February. Among the occupations, the largest gains were in the service and unskilled categories, each 23 percent. Over the year, the largest placement gains were 13 percent each in the unskilled and semiskilled occupations and, among industries, 23 percent in public utilities and 16 percent in manufacturing.

New Applications Up Over Year

New applications for work filed in local offices totaled 894,200 in March, down 0.4 percent from the preceding month but up 2.4 percent over a year ago. New applications filed by youths, however, rose 7.8 percent from February and, at 308,800, were 11.5 percent higher than a year earlier, more than accounting for the overall increase. The stepped-up pace of MDTA training, services to military nonselectees, and other youth activities was in large part responsible for the upsurge in youth applications from March 1964.

Counseling and Testing

Some 135,600 individuals were given 229,700 counseling interviews in March, the highest monthly volume of counselees and counseling interviews on record. Slightly over 10 percent more individuals were counseled than in February, and 17.1 percent more than in March 1964, while total interviews showed somewhat higher gains over the year. Reflecting their special needs, a larger proportion of youth applicants was counseled than of other age groups. For example, 3 out of 10 youth applicants were given counseling in March, compared with 1 in 12 applicants age 22 to 44, and 1 in 13 age 45 and over.

Reflecting continued expansion of the manpower training programs, the number of applicants initially counseled for selection under the MDTA and ARA training program in March increased by more than a half over the year to 15,800. This total represented about 12 percent of all counselees in March. In addition, some 4,900 individuals were counseled during training under MDTA and ARA in March.

Job tests were administered to 222,500 individuals in March, up 5.0 percent from February and 14.6 percent from March 1964. About 1 out of 11 individuals tested was an MDTA or ARA trainee.

Veterans Placed in Million Nonfarm Jobs in Year

The Employment Service is entrusted under law with certain responsibilities towards veterans. Local employment offices are required to: (*a*) Provide veterans with a maximum of counseling and placement opportunities; (*b*) maintain a program for developing job opportunities for veterans, with special emphasis on disabled veterans; and (*c*) give priority in selection and referral to qualified veterans over nonveterans and to disabled veterans over other veterans.

In the year ended March 31, 1965, local offices of the Employment Service made about a million placements of veterans in nonfarm jobs, representing 26 percent of all nonfarm placements of men. A larger proportion of nonfarm job referrals of veterans resulted in placements—56 percent—than of referrals of male nonveterans—51 percent.

Of the 1.2 million veterans who had filed new job applications, some 98,000, or 8 percent, were given job counseling. Reflecting the special needs of handicapped veterans, a much larger proportion—40,500, or 1 of every 3 of such job applicants—were counseled.

Disabled veterans—with 123,300 new job applications during the year, or 36 percent of the applications filed by disabled men—accounted for 100,000 nonfarm placements, about 46 percent of placements among all handicapped males.

Largely because of better education and job training, veterans accounted for a third of placements of men in professional occupations and a third of placements of men in skilled jobs.

REHABILITATION AND EMPLOYMENT

(*Continued from page 6*)

and we become insistent that there are few hopeless cases. Even among the paraplegics and quadriplegics, the VA has records on sizable numbers who have been successfully rehabilitated. Included are men paralyzed in both arms and both legs and with the most limited motor function. Yet, following vocational rehabilitation, such men can and do work in a great variety of occupations.

Among the mentally handicapped, we are finding that, despite the seriousness of schizophrenia, manic-depressive psychosis, and other mental illnesses, veterans with a history of such illness do enter into employment, stay on the job, and advance. Considering the popular but false belief about the employability of humans with disabilities such as these, one cannot help being impressed by the forward moves that have been made by such veterans.

Today we are in the middle of these problems, addressing ourselves to the job with understanding gained from 20 years of valuable experience. State and Federal agencies and volunteers who have helped in the program can all hold their heads higher as they recall President Lincoln's charge to the Nation, ". . . to care for him who shall have borne the battle and for his widow and orphan."

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In Memoriam

Secretary of Labor
1933–1945

The workers of America lost a lifelong friend when Frances Perkins died in New York City on May 14 at the age of 83.

The first woman to hold a Cabinet position, Frances Perkins was named Secretary of Labor by Franklin D. Roosevelt when he became President in 1933. She served in that capacity until June 30, 1945—longer than any other Secretary of Labor.

Beginning her public life in the early twenties, she held high positions in New York State agencies which sought to better the job conditions of workers—surveying hazards, enacting safety laws, and shortening hours for women. She became Head of the Workmen's Compensation Board in New York State, and just prior to her appointment as Secretary of Labor, she was Industrial Commissioner in the administration of Governor Franklin D. Roosevelt.

During her 12-year tenure as Secretary of Labor, she helped to write legislation that set up the Public Works Administration, the Civilian Conservation Corps, the Social Security Board, and the National Youth Administration.

Born in Boston on April 10, 1882, Frances Perkins attended Mt. Holyoke College, Columbia University, and the University of Pennsylvania.

In 1913, she married Paul C. Wilson who became an expert in the municipal government of New York City during World War I. Throughout her public life, she retained her maiden name. Her husband died in 1953. They are survived by one daughter.

Soon after her resignation as Secretary of Labor, Frances Perkins returned to public service on the national level. In 1946, President Harry S. Truman made her a member of the Civil Service Commission. She never lost her interest in the welfare of the working man. One of her last jobs was as a full-time visiting lecturer at the New York State School of Industrial and Labor Relations at Cornell University. Her most recent topic there was the antipoverty program.

One of her last appearances at the Department of Labor was at the ceremonies marking the 50th anniversary of the Department in March 1963. At that time, she was presented a Distinguished Service Award for her long years of service to the Department.

At the news of her passing, Secretary of Labor W. Willard Wirtz said: "Every man and woman who works at a living wage, under safe conditions, for reasonable hours, or who is protected by unemployment insurance or social security is her debtor."

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